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CITY OF HEALDSBURG HOUSING ELEMENT BACKGROUND REPORT



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City of Healdsburg Housing Element Update Background Report

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INTRODUCTION

State law recognizes the vital role local governments play in the supply and affordability of housing. Each local government in California is required to adopt a comprehensive, long-term general plan for the physical development of the jurisdiction.

The housing element is one of the seven mandated elements of the local general plan. State housing element law, enacted in 1969, mandates that local governments adequately plan to meet the existing and projected housing needs of all economic segments of the community. The law acknowledges that, in order for the private market to adequately address housing needs and demand, local governments must adopt land use plans and regulatory systems which provide opportunities for, and do not unduly constrain, housing development. As a result, housing policy in the state rests largely upon the effective implementation of local general plans and, in particular, local housing elements.

The legislated purposes of the housing element are to identify the community's housing needs, to state the community's goals and objectives with regard to housing production, rehabilitation, and conservation to meet those needs, and to define the policies and programs that the community will implement to achieve the stated goals and objectives.

Housing element law requires the California Department of Housing and Community Development (HCD) to review local housing elements for compliance with State law and to report its written findings to the local government. The Housing Element must be consistent with all other parts of the Healdsburg General Plan (California Government Code, Section 65302). The Housing Element is most closely related to the General Plan Land Use Element because the Land Use Element specifies the lands within the City that may be utilized for housing development. To ensure consistency, the Housing Element analyzes the potential for new housing development based on the land use designations specified in the Land Use Element. Housing Element policies and programs were developed subject to the constraints of the policies and programs contained in the other General Plan elements.

State law requires cities and counties to address the needs of all income groups in their housing elements. The official definition of these needs is provided by Association of Bay Area Governments (ABAG) for each city and county within its geographic jurisdiction. Beyond these income needs, the housing element must also address special needs groups such as persons with disabilities, farmworkers, and homeless persons.

This Background Report serves as the housing needs assessment and resource inventory portions of the City of Healdsburg Housing Element. It provides the background information and analysis to support the goals, objectives, policies, and programs in the Housing Element Policy Document, which is provided as a separate document. This separate Policy Document for the Housing Element Update identifies the City's goals; its quantified objectives for housing production, rehabilitation, and conservation; and the policies and programs the City will implement in order to achieve those objectives.

This Housing Element reflects input from a wide variety of sources. The primary mechanism to gather public input for the Housing Element was a series of forums, workshops and hearings. The Planning Commission conducted Community Forums on an Affordable Housing Strategy and Housing Element Update on November 16, 2000 and July 13, 2001 to elicit comments from the public regarding housing needs and programs in Healdsburg. The community forums were publicized through the newspaper and by mail to potentially interested individuals and organizations. A notice was also printed in Spanish for distribution in the community. A Spanish interpreter was available during the community forums, as well.

The Planning Commission held three work sessions on the Housing Element update, on September 13, September 25, and November 13, 2001. A broad group of interested parties were invited to the meetings, and the meetings were open to the general public. All meetings were publicized throughout the community. Numerous citizens and other interested individuals attended and provided comment on issues related to the Housing Element. Finally, the City Council considered the recommendations of the Planning Commission on November 19, 2001 prior to completion of this draft Housing Element.

Additional opportunities for public participation and input will be made available during future Planning Commission and City Council meetings which will be held prior to the adoption of this Housing Element.

In addition to input from the public, the City Planning Commission, and the City Council, the research conducted as part of the Housing Element preparation process involved interviews with numerous staff from the City of Healdsburg, the County of Sonoma, and a variety of social service agencies and other interested organizations that serve the Healdsburg community.

I. HOUSING NEEDS ASSESSMENT

A. Housing Stock and Demographic Profile

The purpose of this discussion is to present information on the current population, employment, and housing conditions for the City of Healdsburg. At the present time, there is some limited information from the 2000 Census describing Healdsburg's residents. More detailed population and housing census data will not be available until late 2001 or early 2002. Consequently, several sources of information are used to describe existing conditions in Healdsburg. These include the following:

- The 2000 Census provides information on population, number of households, household size, household composition, number of housing units, and vacancy rates;
- ABAG 2000 Projections, and
- Other sources of information that provide economic data, such as newspapers and Sonoma County property transaction records.

When no current information source is available, 1990 census data are used.

1) Demographic and Employment Characteristics and Trends

a) General Demographic and Employment Characteristics and Trends

Population and Household Growth: 1990 to 2000

Tables I.1 and I.2 present information on total population, total households, average household size, age distribution, household type, and household tenure. The total population in Healdsburg grew by 13 % between 1990 and 2000. This growth rate was lower than the County's growth rate and slightly lower than the State's.

Healdsburg's household growth rate was slightly less than its population growth rate from 1990 to 2000. In comparison to the State of California, Healdsburg's percentage change in the number of households (12.1%) exceeded the State of California's growth rate in households (10.8%). In Healdsburg, the 2000 average household size was 2.69 persons, slightly higher than the Sonoma County average (2.60 persons per household), but slightly lower than the State of California's average household size (2.87 persons per household).

Table I.1**1990 and 2000 Population and Household Information for Healdsburg, Sonoma County, and California**

Population and Household Information	Healdsburg	Sonoma County	California
2000 Population	10,722	458,614	33,871,648
1990 Population	9,469	388,222	29,760,021
Percentage Population Growth (1990-2000)	13.2%	18.1%	13.8%
2000 Number of Households	3,968	172,403	11,502,870
1990 Number of Households	3,541	149,011	10,381,206
Household Growth (1990-2000)	12.1%	15.7%	10.8%
2000 Average Household Size	2.69	2.60	2.87
1990 Average Household Size	2.67	2.61	2.87

Sources: 1990 Census, 2000 Census, and Vernazza Wolfe Associates, Inc.

The distribution of Healdsburg's population according to the age categories in 2000 shown in Table I.2 is similar to Sonoma County and California. In each area, a significant percentage of the population is between 35 to 54 years of age, representing the "baby boom". Children under 19 years of age also constituted a substantial portion of the population in all three areas.

However, California's population is younger than either Healdsburg's or Sonoma County's populations. Finally, the proportion of elderly persons (65 and over) in Healdsburg in 2000 was slightly higher than the proportion of elderly persons in Sonoma County and in the state overall.

The U.S. Census divides households into two different categories, depending on their composition. Family households are those that consist of two or more related persons living together. Non-family households include persons who live alone or in groups composed of unrelated individuals. As shown in Table I.2, in 2000, the percentage of family households was slightly higher in Healdsburg (68.1%) than in Sonoma County (65.2%), and about the same as the State of California's percentage of family households.

Table I.2
Population and Household Composition for Healdsburg, Sonoma County, and California, 2000

	Healdsburg	Sonoma County	State of California
Age distribution			
Total Population	10,722	458,614	33,871,648
19 and Under	29.1%	27.2%	30.2%
20-34	17.8%	18.8%	22.5%
35-44	14.5%	16.5%	16.2%
45-54	16.4%	16.1%	12.8%
55-64	8.1%	8.8%	7.7%
65 & over	14.1%	12.6%	10.6%
Total	100.0%	100.0%	100.0%
Household Type			
Number of Households	3,968	172,403	11,502,870
Families	68.1%	65.2%	68.9%
Non-Families	31.9%	34.8%	31.1%
Household Tenure			
Renter	39.7%	35.9%	43.1%
Owner	60.3%	64.1%	56.9%

Sources: 2000 Census and Vernazza Wolfe Associates, Inc.

The rate of homeownership in Healdsburg, Sonoma County and California exceeded 60% in 2000. Of the three areas, Sonoma County has the highest proportion of owners, since 64.1% of all housing units are owner-occupied. In comparison, Healdsburg's ownership rate of 60.3% and the 56.9% ownership rate in California are both lower.

Table I.3 shows the State of California, Department of Finance-estimated population and occupied housing units (equivalent to the number of households) for Healdsburg for each year from 1994 to 2000. As shown in the table, annual growth rates never exceeded 3% annually, except between 1999 and 2000, where the annual growth rate showed a 4.1% increase. According to the Department of Finance, the total growth between 1994 and 2000 totaled approximately 631 persons and 342 occupied housing units, or 6.4% and 9.3% respectively.¹

¹ According to the initial 2000 Census count of population for Healdsburg, the actual number of persons as of 2000 was 10,722, or approximately 292 persons more than the number estimated by the Department of Finance. In contrast, the actual number of occupied housing units was 3,968 according to the 2000 Census, or 25 units fewer than estimated by the Department of Finance.

Table I.3
Healdsburg Estimated Population and Housing Units, 1994-2000

Year	Population			Occupied Housing Units (Households)		
	Number	Difference	Change %	Number	Difference	Change %
1994	9,799			3,672		
1995	9,435	-364	-0.4%	3,693	21	.6%
1996	9,586	151	1.6%	3,747	54	1.5%
1997	9,625	39	0.4%	3,748	1	0.0%
1998	9,904	279	2.9%	3,790	42	1.1%
1999	10,017	113	1.1%	3,820	30	0.8%
2000	10,430	413	4.1%	3,993	173	4.5%
1994-2000		631	6.4%		342	9.3%
Actual 2000 Census	10,722			3,698		

Sources: California Department of Finance (DOF), *Official State Population and Housing Estimates (Table E-5)*, 2000 Census, and Vernazza Wolfe Associates, Inc.

Existing and Projected Incomes

Table I.4 shows the distribution of estimated 2000 household income for Healdsburg and compares it with actual 1989 Incomes reported by the 1990 Census.²

² Income information from the 2000 Census has not yet been released.

Table I.4**Estimated Income Distribution for Healdsburg (2000) Compared with 1989 Incomes Reported by the 1990 Census**

Income	2000 (Estimated)		1990 Census	
	Number	Percent	Number	Percent
Under \$25,000	894	22.3%	1,210	34.2%
\$25,000 to \$34,999	556	13.8%	646	18.2%
\$35,000-\$49,999	793	19.8%	798	22.5%
\$50,000 to \$74,999	1000	24.9%	659	18.6%
\$75,000 to \$99,999	478	11.9%	134	3.8%
\$100,000 and over	295	7.35%	94	2.7%
Total Households	4016		3,541	
Median Income	\$45,551		\$33,671	
Average Income	\$53,913		\$39,780	

Sources: Claritas and Vernazza Wolfe Associates, Inc.

Table I.5 shows estimated *mean* household income figures from ABAG. Estimated mean household income in the Healdsburg Sphere of Influence (SOI) for 2000 was \$59,600, an increase of 14.6% between 1990 to 2000. In comparison, Sonoma County's estimated mean income increased by 15.9%, and was up to \$64,100 for the same time period. Mean household income is projected by ABAG to increase by 14.6% and 12.3% respectively, for the Healdsburg SOI and Sonoma County for the 2000 to 2010 time period.³

³ In many cases, information provided by ABAG is reported on the basis of a city's sphere of influence (SOI), rather than the jurisdictional boundary. This applies to information on Healdsburg provided by ABAG. According to ABAG, the SOI represents the "probable ultimate physical boundaries and service area of a local agency." As land outside a city's limits, but within its sphere, becomes urbanized, residents of the area generally seek annexation in order to receive city services. Thus, the unincorporated limits for many cities change with relative frequency. Through the use of SOI boundaries rather than the most current jurisdictional boundaries, planners have found that boundaries remain more consistent over time.

Table I.5
Estimated and Projected Household Income
for Healdsburg Sphere of Influence (SOI) and Sonoma County, 1990-2010

	Healdsburg	Sonoma County
1990 Mean Household Income (1)	\$52,000	\$55,300
2000 Mean Household Income (1)	\$59,600	\$64,100
2010 Mean Household Income (1)	\$68,300	\$72,000

Sources: Association of Bay Area Governments (ABAG), *Projections 2000*

Notes:

(1) All figures are estimates in constant 1995 dollars. ABAG estimates cover the Healdsburg Sphere of Influence (SOI), which encompasses some unincorporated areas adjacent to the City.

Existing and Projected Employment

Table I.6 shows estimated and projected employment by major sector in the Healdsburg SOI and Sonoma County in 1990, 2000, and 2010. It also shows the number of employed residents for each area.

Table I.6
Estimated Employment by Major Sector for Healdsburg Sphere of Influence (SOI)
and Sonoma County, 1990-2010

	1990		2000		2010		Percent Change	Percent Change
HEALDSBURG SOI	Jobs	Percentage	Jobs	Percentage	Jobs	Percentage	1990-2000	2000-2010
Industry								
Agriculture & Mining	500	14.9%	540	12.9%	640	11.4%	8.0%	18.5%
Manufacturing & Wholesale	500	14.9%	660	15.8%	910	16.2%	32.0%	37.9%
Retail	580	17.3%	780	18.7%	960	17.1%	34.5%	23.1%
Service	1,720	51.3%	2,160	51.7%	2,910	51.8%	25.6%	34.7%
Other	50	1.5%	40	1.0%	200	3.6%	-20%	400%
Total Jobs	3,350	100.0%	4,180	100.0%	5,620	100.0%	24.8%	34.4%
Employed Residents	5,108		5,600		6,800		9.6%	21.4%
Ratio of Total Jobs to Employed Residents	0.66		0.75		0.83		13.6%	10.7%
SONOMA COUNTY								
Industry								
Agriculture & Mining	7,800	4.6%	8,150	4.0%	8,330	3.3%	4.5%	2.2%
Manufacturing & Wholesale	31,830	18.7%	39,850	19.6%	49,210	19.7%	25.2%	23.5%
Retail	37,020	21.7%	40,080	19.7%	45,630	18.3%	8.3%	13.8%
Service	50,450	29.6%	67,780	33.3%	89,140	35.8%	34.4%	31.5%
Other	43,450	25.5%	47,670	23.4%	56,970	22.9%	9.7%	19.5%
Total Jobs	170,550	100.0%	203,530	100.0%	249,280	100.0%	19.3%	22.5%
Employed Residents	194,387		235,400		276,400		21.1%	17.4%
Ratio of Total Jobs to Employed Residents	0.88		0.86		0.90		-1.5%	4.3%

Sources: Association of Bay Area Governments (ABAG), *Projections 2000* and Vernazza Wolfe Associates, Inc.

Healdsburg had a total of approximately 3,350 jobs in 1990 and is estimated to have 4,180 jobs in 2000. The job growth rate from 1990 to 2000 is estimated at 24.8%, higher than the 19.3% job growth rate in Sonoma County over the same time period. Job growth significantly exceeded growth in the labor force in Healdsburg, with the total number of employed residents of Healdsburg increasing by 9.6% from 1990 to 2000. The ratio of total jobs to employed residents is estimated to have increased significantly from 0.66 in 1990 to 0.75 in 2000 in comparison to Sonoma County figures of 0.88 and 0.86, respectively, in 1990 and 2000.

The industry sectors with the highest growth rates from 1990 to 2000 in Healdsburg were Retail (34.5% increase), and Manufacturing and Wholesale (32.0% increase). Healdsburg is projected to see the greatest percentage increases in employment from 2000 to 2010 in the Service, Manufacturing and Wholesale, and Other sectors.

Although Healdsburg does not provide a sufficient number of jobs for the number of employed residents, the ratio of total jobs to employed residents is significantly increasing. Between 1990 and 2000, the ratio increased by 13.6%, and is projected by ABAG to increase by another 10.7% between 2000 and 2010. By 2010, there will be 0.83 of a job for every employed resident in Healdsburg, in comparison to 0.90 of a job for every employed resident in Sonoma County.

Summary of Population, Employment, and Housing Projections

The official projections of population, employment, and housing available for the City of Healdsburg are from *Projections 2000* from the Association of Bay Area Governments (ABAG). *Projections 2000* defines Healdsburg to include Healdsburg and its immediate environs (Sphere of Influence).

Table I.7 shows projected population, households, employed residents, and employment for Healdsburg and Sonoma County for 2000 and 2010.

As shown in the table, ABAG projects Healdsburg's population to increase from 10,900 in 2000 to 13,400 in 2010, an average annual growth rate of 2.3%. The projected household growth rate is almost equivalent (2.2% increase). In contrast, Sonoma County population is projected to grow at a 1.6% annual average growth rate from 2000 to 2010, as the average annual growth rate for households is projected to increase by 1.5%.

The average annual growth rate for employed residents in Healdsburg from 2000 to 2010 is projected to be 2.1%, slightly less than the population and household growth rates. In contrast, Sonoma County is projected to have an annual average increase of 1.7% of employed residents, slightly higher than the projected annual average increases in population and households. Finally, the number of jobs in both Healdsburg and Sonoma County are projected to grow at slightly higher rates than projected increases in population, number of households, and number of employed residents. In fact, Healdsburg will have a higher annual average job growth rate (3.4%) than will Sonoma County (2.2%) in the next ten years.

Table I.7**Summary of Population, Households, Employed Residents, and Employment Projections for Healdsburg SOI and Sonoma County, 2000-2010**

	Healdsburg		Sonoma County	
	2000	2010	2000	2010
Population	10,900	13,400	455,300	529,700
Average Annual Growth Rate		2.3%		1.6%
Households	4,100	5,020	171,520	197,710
Average Annual Growth Rate		2.2%		1.5%
Employed Residents	5,600	6,800	235,400	276,400
Average Annual Growth Rate		2.1%		1.7%
Jobs	4,180	5,620	203,530	249,280
Average Annual Growth Rate		3.4%		2.2%

Sources: Association of Bay Area Governments (ABAG), *Projections 2000*

b) Potential Population Change and Job Growth Impacts on Housing Need

The following is a description of the impacts of demographic trends on housing needed in Healdsburg and a description of housing demand and any special needs associated with the types of employment growth projected.

With residential growth rates projected to be slightly below employment growth rates, Healdsburg is projected to increase its ratio of total jobs to total employed residents in the next ten years. Approximately 60% of Healdsburg's job growth during this period is projected to be in the relatively low-paying service sector. These trends point to a strong need for an increased amount of lower-income housing to meet the needs of present and future employees in Healdsburg.

2) Housing and Neighborhood Characteristics and Trends**a) Housing Stock Conditions***Housing Types and Occupancy*

Table I.8 presents comparative data on the housing stock in Healdsburg, Sonoma County, and California in 2000. The table breaks out the total housing stock in each area according to the type of structures in which units are located, total occupied units, and vacancy rates.⁴

As shown in the table, single-family detached housing units accounted for the majority of housing in Healdsburg in 2000. Single-family detached units in Healdsburg make up a larger proportion of the housing stock (74.3%) than they do in the State and Sonoma County. On the other hand, the percentage of mobile home units in Healdsburg's housing stock is less than the percentage of mobile homes in either Sonoma County or the State of California.

Table I.8 also shows the number and percentage of occupied units and the percentage of vacant units. It is important to note that these counts include all vacant units, including those units held vacant for seasonal use; not all of the vacant units are actually offered for sale or for rent. Healdsburg is shown as having a vacancy rate of 4.0% in 2000, substantially lower than vacancy rates in both Sonoma County (7.3%) and the State of California (7.4%).

Table I.8
Estimated Housing Stock by Type and Vacancy for Healdsburg, Sonoma County, and California, 2000

	City of Healdsburg		Sonoma County		California	
	Number	Percent	Number	Percent	Number	Percent
Total	4,161	100.0%	183,633	100.0%	12,242,576	100.0%
Single Family						
Detached	3,091	74.3%	125,379	68.3%	6,853,693	56.0%
Attached	173	4.2%	11,801	6.4%	840,801	6.9%
Multifamily						
2 to 4 units	406	9.8%	11,326	6.2%	1,012,613	8.3%
5 plus units	391	9.4%	23,035	12.5%	2,950,373	24.1%
Mobile Homes	100	2.4%	12,092	6.6%	585,096	4.8%
Occupied Units	3,993		170,212		11,335,419	
Vacancy Rate		4.0%		7.3%		7.4%

Sources: California Department of Finance (DOF), *Official State Population and Housing Estimates, January 1, 2000* (Table E-5 and Vernazza Wolfe Associates, Inc.

Housing Conditions

The U.S. Census provides only limited data that can be used to infer the condition of Healdsburg's housing stock. For example, the Census reports on whether housing units have complete plumbing facilities. Almost all of Healdsburg's housing units had complete plumbing

⁴ 2000 Census information on housing stock characteristics is not yet available.

facilities as of 1990. Only 8 rental units lacked complete plumbing facilities. Thus, this indicator does not reveal much about housing condition.

In most cases, the age of a community's housing stock is a good indicator of the likely condition of the housing stock, particularly in the cases of communities like Healdsburg where a large proportion of the housing units are relatively new. According to the data shown in Table I.9, approximately one-third of Healdsburg's housing stock is estimated to be twenty years old or less. However, over 46% of the housing units are more than forty years old. Because of these older housing units in Healdsburg, it is possible that there is some substandard housing.

Table I.9
Healdsburg Age of Housing Stock, 1990

Age of Housing	Number	Percentage
1939 or earlier	706	17.0%
1940-1959	755	18.1%
1960-1969	471	11.3%
1970-1979	838	20.1%
1980-1990	996	23.9%
1990-2000 (1)	395	9.5%
Total	4,161	100.0%

Sources: 1990 Census, California Department of Finance (DOF), *Official State Population and Housing Estimates, January 1, 2000 (Table E-5 and Vernazza Wolfe Associates, Inc.*

A report was recently prepared for the City's Redevelopment Agency which included the results of a field survey for determining overall housing conditions in all of the older parts of Healdsburg, which is included in the Redevelopment Agency's project area (Keyser Marston Associates, May 2001). The following is noted in the report:

"...the field survey consisted of evaluating the exterior of the buildings from the street or public right-of-way on a block-by-block basis. Each structure was surveyed to determine the number of buildings showing signs of deferred maintenance, buildings in need of moderate maintenance (structural deterioration), and buildings in need of extensive maintenance (structural dilapidation). The buildings identified as needing minor repairs or exhibited deferred maintenance, needed improvements such as paint, replacement of a broken window, and repair of doors and doorframes. Buildings identified as in need of major repair or structural deterioration require maintenance involving such improvements as a new roof, exterior siding or stucco repair/replacement, minor foundation repairs, etc. Finally, buildings identified as needing extensive rehabilitation were in need of major structural repair such as reconstruction of exterior walls and major foundation repair.

“Based on the field survey, 29 of 103 blocks (29%) within the Project Area contain a moderate or substantial number of deteriorated or dilapidated structures. Most of the deteriorated or dilapidated structures are located primarily in the older portions of the City, including the Central District, Old Healdsburg, Airport, and Southern Sub-areas. Specifically, deteriorated or dilapidated structures are present in residential neighborhoods located along Hayden, Mason, and Tucker Streets; commercial areas along Healdsburg Avenue, NW Pacific Railroad, Center Street, East Street and Matheson Street; and the industrial areas along Healdsburg Avenue between Mill Street and Bailache Avenue. Furthermore, a significant amount of buildings within the Project Area exhibit deferred maintenance which when combined with other blighting conditions results in an overall blighted condition of that area. Based on the field survey, 53 of 103 blocks (51%) within the Project Area contain at least 20 percent of the structures that exhibit deferred maintenance. These blocks containing structures of deferred maintenance area located throughout the six sub-areas that makeup the Project Area with no one area predominating.”

The City has either undertaken or is considering several programs to address substandard housing conditions: 1) Continued participation in the CDBG Housing Rehabilitation Program through the county; 2) Establish a first time home buyer assistance program; 3) Continue the Neighborhood Improvement Program; and 4) Further identify rehabilitation needs.

b) Housing Utilization

Housing Cost Burdens

Table I.10 presents data from the 1990 U.S. Census regarding the percentage of household income spent on housing costs by Healdsburg households.⁵ This information is presented separately according to tenure and household income levels.

According to federal and state standards, housing is affordable if gross monthly housing costs do not exceed 30% of household income. As shown in Table I.10, 28.5% of the Healdsburg's owner households paid 30% or more of their monthly income for housing in 1990. This represented a total of 568 owner households with high housing cost burdens. In the renter category, 46.0% of the households, or a total of 567 households, paid 30% or more of their monthly income for housing costs. These percentages were similar to State of California figures for 1990, in that 29.5% of all California owners and 45.7% of all California renters overpaid for housing in 1990.

⁵ 2000 Census information on housing cost burdens is not yet available.

Table I.10
Healdsburg Housing Costs as a Percentage of Income by Tenure, 1989

Owners	0 to 19%	20 to 24%	25 to 29%	30 to 34%	35% or more	Not Computed	Total	Percent Paying More Than 30% of Income for Housing Costs
Household Income in 1989								
Less than \$10,000	23	21	0	15	77	0	136	67.6%
\$10,000 to \$19,999	125	20	18	9	69	0	241	32.4%
\$20,000 to \$34,999	313	17	9	32	142	0	513	33.9%
\$35,000 to \$49,999	224	42	60	72	78	0	476	31.5%
\$50,000 or more	320	125	90	14	60	17	626	11.8%
Total	1005	225	177	142	426	17	1992	28.5%
Total Lower-Income Owner Households							344	38.7%
Renters								
Household Income in 1989								
Less than \$10,000	0	23	0	0	140	41	204	68.6%
\$10,000 to \$19,999	8	9	8	23	199	8	255	87.1%
\$20,000 to \$34,999	76	83	141	60	114	7	481	36.2%
\$35,000 to \$49,999	109	58	63	26	5	18	279	11.1%
\$50,000 or more	134	41	0	0	0	0	175	0.0%
Total	327	214	212	109	458	74	1,394	46.0%
Total Lower-Income, Renter Households							536	60.6%

Sources: 1990 Census and Vernazza Wolfe Associates, Inc.

As would be expected, housing cost burdens were most severe for the households with incomes less than \$20,000 per year. Approximately 45.1% of the owner households that earned less than \$20,000 per year paid 30% or more of their income for housing costs. In the higher income categories, the proportion of households that experienced a housing cost burden declined. Of households that earned more than \$50,000 per year, approximately 12% of owners paid 30% or more for monthly housing costs.

Among renters, 88.3% of the households that earned less than \$20,000 per year paid 30% or more of their monthly income for housing costs. On the other hand, none of the renter households with incomes of \$50,000 or more per year had high housing cost burdens.

State Housing Element guidelines call for an analysis of the proportion of “lower-income” households overpaying for housing (Government Code, Section 65583(a)(2). Lower-income households are defined as those that earn 80% or less of the area median income. According to the California Department of Housing and Community Development (HCD), the median income for Healdsburg (Sonoma County) was \$39,200 in 1989 and the income limit for lower-income households was \$31,360. These figures are based on a household size of four persons. Income limits were higher or lower for larger or smaller households, respectively.

The income threshold for Healdsburg's lower-income households falls within the \$20,000 to \$34,999 household income range reported by the U.S. Census, which makes it necessary to estimate the number of lower-income Healdsburg households. As shown in Table I.10, it is estimated that Healdsburg had a total of 890 lower-income owner households in 1990, and that of those households, 344 paid 30% or more of their incomes for housing. This represents 38.7% of all lower-income owners in 1990. It is estimated that 884 of Healdsburg's renter households were in the lower-income category in 1990, and that of these, 536, or 60.6%, were paying 30% or more of their incomes for housing.⁶ These data clearly show that substantial proportions of Healdsburg's lower-income households had a problem with high housing cost burdens in 1990 based on their available income. Furthermore, of the lower-income households, renters were more likely than owners to pay more than 30% of their incomes for housing costs.

It is likely that the problem of high cost burdens has intensified during the 1990's, since both rents and home prices have escalated. Once relevant 2000 Census data are available, it will be possible to compare the 1990 figures with 2000 information.

Overcrowding

Data on housing overcrowding are available from the 1990 U.S. Census in the form of statistics regarding the number of persons per room in occupied housing units. Table I.11 compares data for Healdsburg with data for California. Typically, a housing unit is considered overcrowded if there is more than 1.0 person per room.

In total, over 94.7% percent of Healdsburg's occupied housing units had 1.0 or fewer persons per room in 1990; fewer than 6% of housing units would have been considered overcrowded in 1990. These statistics show overcrowding was much less of a problem in 1990 in Healdsburg than in California overall, where 12.3% of all households had more than 1.0 persons per room.

When broken out according to tenure, only 14 out of 196 overcrowded units were owner-occupied. Approximately 93% of overcrowded households were renters. Although it appears that Healdsburg does not have a significant overcrowding problem, there were still almost 200 households that were overcrowded.

⁶ These figures exclude lower-income households for whom housing cost burdens were not computed.

Table I.11
Overcrowding by Tenure for Healdsburg and California, 1990

	Healdsburg	California
Owners		
Persons Per Room		
One or Fewer	2,195	5,402,058
1.01 or more	14	371,885
Percent Overcrowded	0.6%	6.4%
Renters		
Persons Per Room		
One or Fewer	1,222	3,703,771
1.01 or more	182	903,492
Percent Overcrowded	13.0%	19.6%
Total		
Persons Per Room		
One or Fewer	3,417	9,105,829
1.01 or more	196	1,275,377
Percent Overcrowded	5.7%	12.3%

Sources: 1990 Census and Vernazza Wolfe Associates, Inc.

c) Housing Costs Compared to Ability to Pay

The following section discusses salary ranges of existing employment, current income levels, and ability to pay for housing compared with housing costs. Housing is classified as “affordable” if households do not pay more than 30% of income for payment of rent (including monthly allowances for water, gas, and electricity) or monthly mortgage (including taxes). Table I.12 below defines five household income categories that are used in determining housing affordability. Since above moderate-income households do not generally have problems in locating affordable units, affordable units are frequently defined as those reasonably priced for households that are low- to moderate-income.

Table I.12

City of Healdsburg - Definitions Of Housing Income Limits (Based on Sonoma County Income Limits)

Very Low-Income Unit is one that is affordable to a household whose combined income is at or lower than 50% of the median income for Sonoma County as established by the U.S. Department of Housing and Urban Development (HUD). A household of four is considered to be very low-income in Sonoma County if its combined income is \$30,900 or less for the year 2001.

Low-Income Unit is one that is affordable to a household whose combined income is at or between 50% to 80% of the median income for Sonoma County as established by HUD. A household of four is considered to be low-income in Sonoma County if its combined income is \$49,450 or less for the year 2001.

Median Income Unit is one that is affordable to a household whose combined income is at or between 81% to 100% of the median income for Sonoma County as established by HUD. A household of four is considered to be median income in Sonoma County if its combined income is \$61,800 or less for the year 2001.

Moderate-Income Unit is one that is affordable to a household whose combined income is at or between 101% to 120% of the median income for Sonoma County as established by HUD. A household of four is considered to be moderate-income in Sonoma County if its combined income is \$74,160 or less for the year 2001.

Above Moderate-Income Unit is one that is affordable to a household whose combined income is above 120% of the median income for Sonoma County as established by HUD. A household of four is considered to be moderate-income in Sonoma County if its combined income exceeds \$74,160 for the year 2001.

Affordable Units are affordable if households do not pay more than 30% of income for payment of rent (including monthly allowance for water, gas, and electricity) or monthly mortgage. Since above moderate-income households do not generally have problems in locating affordable units, affordable units are frequently defined as those reasonably priced for households that are low- to moderate-income.

Sources: U.S. Department of Housing and Urban Development and Vernazza Wolfe Associates, Inc.

Ability to Pay

Table I.13 shows the 2001 U.S. Department of Housing and Urban Development (HUD)-defined family income limits for Very Low-, Low-, and Moderate-Income households in Sonoma County (including Healdsburg) by the number of persons in the household. It also shows maximum affordable monthly rents and maximum affordable purchase prices for homes. For example a three-person household is classified as Low-Income (80% of median) with annual income of up to \$44,500. A low-income household at this income could afford to pay \$1,113 monthly gross rent (including utilities) or purchase a \$155,101 house.

Table I.13
City of Healdsburg Ability to Pay for Housing for
Very Low-, Low-, and Moderate-Income Households, 2001

Very Low-Income Households at 50% of 2001 Median Family Income						
Unit	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
Number of Persons	1	2	3	4	5	6
Income Level	\$21,650	\$24,700	\$27,800	\$30,900	\$33,350	\$35,850
Max. monthly rent (2)	\$541	\$618	\$695	\$773	\$834	\$896
Max. purchase price (3)	\$75,459	\$86,090	\$96,895	\$107,700	\$116,239	\$124,952
Low-Income Households at 60% of 2001 Median Family Income						
Unit	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
Number of Persons	1	2	3	4	5	6
Income Level	\$25,980	\$29,640	\$33,360	\$37,080	\$40,020	\$43,020
Max. monthly rent (2)	\$650	\$741	\$834	\$927	\$1,001	\$1,076
Max. purchase price (3)	\$90,551	\$103,308	\$116,274	\$129,240	\$139,487	\$149,943
Low-Income Households at 80% of 2001 Median Family Income						
Unit	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
Number of Persons	1	2	3	4	5	6
Income Level	\$34,600	\$39,550	\$44,500	\$49,450	\$53,400	\$57,350
Max. monthly rent (2)	\$865	\$989	\$1,113	\$1,236	\$1,335	\$1,434
Max. purchase price (3)	\$120,596	\$137,849	\$155,101	\$172,354	\$186,122	\$199,889
Moderate-Income Households at 100% of 2001 Median Family Income						
Unit	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
Number of Persons	1	2	3	4	5	6
Income Level	\$43,300	\$49,400	\$55,600	\$61,800	\$66,700	\$71,700
Max. monthly rent (2)	\$1,083	\$1,235	\$1,390	\$1,545	\$1,668	\$1,793
Max. purchase price (3)	\$150,919	\$172,180	\$193,790	\$215,399	\$232,478	\$249,905
Moderate-Income Households at 120% of 2001 Median Family Income						
Unit	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
Number of Persons	1	2	3	4	5	6
Income Level	\$51,960	\$59,280	\$66,720	\$74,160	\$80,040	\$86,040
Max. monthly rent (2)	\$1,299	\$1,482	\$1,668	\$1,854	\$2,001	\$2,151
Max. purchase price (3)	\$181,103	\$206,616	\$232,548	\$258,479	\$278,973	\$299,886

Sources: Source: U.S Department of Housing and Urban Development (HUD); Vernazza Wolfe Associates, Inc.

Notes:

(1) based on Santa Rosa PMSA (Sonoma County); FY 2002 Median Family Income: \$61,800; HUD FY 2001 Section 8 Income Limits

(2) 30% of income devoted to maximum monthly rent, including utilities

(3) 33% of income devoted to mortgage payment and taxes, 95% loan @ 8%, 30 year term

Existing Housing Costs

Table I.14 shows 2001 HUD-defined fair market rent (FMR) for Sonoma County (including Healdsburg). The FMR figure shown is set at the 40th percentile of rents in the county. In other words, sixty percent of the rents in the county are above the figures shown and forty percent below.

In general, the FMR for an area is the amount that would be needed to pay the gross rent (shelter rent plus utilities) of privately owned, decent, safe, and sanitary rental housing of a modest (non-luxury) nature with suitable amenities. FMR's are estimates of rent plus the cost of utilities, except telephone. FMR's are housing market-wide estimates of rents that provide opportunities to rent standard quality housing throughout the geographic area in which rental housing units are in competition. The level at which FMR's are set is expressed as a percentile point within the rent distribution of standard quality rental housing units in the FMR area. The 40th percentile

rent is drawn from the distribution of rents of all units that are occupied by recent movers. Adjustments are made to exclude public housing units, newly built units and substandard units.

Comparing this table to Table I.13, a three-person household classified as Low-Income (80% of median) with an annual income of up to \$44,500 could afford to pay \$1,113 monthly gross rent (including utilities). The FMR for a 2-bedroom unit is \$946, which is affordable to the household, assuming such a unit was available in Healdsburg. A three-person household classified as Low-Income (60 % of median) with an annual income of up to \$33,360 could afford to pay \$834 monthly gross rent. A FMR 2-bedroom unit would not be affordable to this household.

Table I.14
City of Healdsburg Fair Market Rents Compared With Advertised Rents, 2001

	Number of Bedrooms in Unit			
	0 BR	1 BR	2 BR	3 BR
Fair Market Rent (FMR (2001))	\$644	\$730	\$946	\$1,315
Average Advertised Rents	\$675	\$950	\$1,050	\$1,750

Source: U.S Department of Housing and Urban Development (HUD) (24 CFR Part 888), Classified Advertisements in the Healdsburg Tribune (December –February 2000-2001), interviews with local rental property companies, and Vernazza Wolfe Associates, Inc.

Notes: 40th percentile of market rents for fiscal year 2001 for Santa Rosa PMSA (Sonoma County)

However, Table I.14 also reveals that advertised rents in Healdsburg are higher than the FMR's. Given that the FMR's are based on the **countywide** rental market, this is not surprising, since Healdsburg is a higher priced market area than other areas in Sonoma County.

Home sales prices escalated rapidly during the latter half of the 1990's. Table I.15 shows the median sales prices for Healdsburg for the time period, 1990 through 2000. These median sales prices include new and existing single-family homes and condominiums sold in Healdsburg between 1990 and 2000. The median price for existing single-family homes was \$174,250 in 1990 and had increased to \$285,000 by 2000. The median price for a new home in 2000 (\$331,000) was much higher. However, the median price of a condo was \$142,500, a drop from \$200,000 in 1999.⁷

Many first-time homebuyers in Healdsburg face problems locating affordable housing at present. According to the sales prices presented in Table I.15, even moderate-income households could not afford many of the homes for sale. For example, a four-person household classified as Moderate-Income (120% of median) with an annual income of up to \$74,160 could not afford buy the median priced home (at \$285,000). Instead, the maximum affordable price would be \$258,500.

⁷ It should be noted that the average condo price in 2000 was \$164,276, not that much lower than the 1999 average price of 179,182.

Table I.15
Comparison of Healdsburg Median Home Sales Prices (1990-2000)

Year	New	Condo	Existing Single Family
1990		\$158,000	\$174,250
1991		\$111,250	\$195,000
1992		\$152,000	\$185,000
1993		\$146,000	\$180,000
1994		\$155,000	\$170,000
1995	\$175,000	\$157,000	\$178,000
1996	175,000	\$160,000	\$170,000
1997	235,000	\$164,000	\$177,500
1998	\$293,500	\$189,000	\$200,000
1999	\$279,000	\$200,000	\$225,000
2000	\$331,000	\$142,500	\$285,000
% Change 1990-2000	*89.1%	53.5%	63.6%

* The percent change in the price of **new homes** could only be calculated between 1995-2000
 Sources: DataQuick and Vernazza Wolfe Associates, Inc.

Existing Income Levels

Table I.16 is a list of selected occupations and annual incomes for public employees, retired individuals, and minimum wage earners in Healdsburg. This table indicates that purchasing a median priced single family home would not be affordable to any of these households, since the cost burden exceeds 30% in income in all cases.⁸

⁸ The one caveat to Table I.16 is that the household incomes reported for Healdsburg public workers and teachers do not include multiple wage earners. Thus, Table I.16 may **overstate** the lack of affordability for these workers.

Table I.16
Hypothetical Housing Cost Burdens of Owners, 2001

City of Healdsburg	Annual Salary Affordable Price*		Cost Burden of Median Price House @ \$286,000 Monthly Payments @\$2,352**
City of Healdsburg Employees			
Entry level Police Officer	\$ 39,516	\$137,730	71.4%
Entry Level Fire Chief	\$ 61,788	\$215,357	45.7%
Top Level Secretary	\$ 36,672	\$127,817	77.0%
Top Level Maintenance Worker	\$ 46,812	\$163,160	60.3%
Entry Level Dispatcher	\$ 31,248	\$108,913	90.3%
Healdsburg United School District			
Entry Level Teacher	\$ 28,816	\$100,436	97.9%
Experienced Teacher	\$ 40,921	\$142,627	69.0%
Beginning Elementary School Principal	\$ 58,885	\$205,239	47.9%
Retired -Average Social Security			
One person household with only SS	\$ 9,648	\$33,627	292.5%
Two person HH-both retired-only SS	\$ 14,448	\$50,357	195.3%
Minimum Wage Earners			
Single Wage Earner	\$ 11,960	\$41,686	236.0%
Two Wage Earners	\$ 23,920	\$83,371	118.0%
HUD-Defined Income Groups - Based on a Household Size of 3 Persons			
Very Low-Income (below 50%)	\$ 27,800	\$107,700	101.5%
Low-Income (below 80%)	\$ 44,500	\$155,101	63.4%
Moderate-Income (below 120%)	\$ 66,720	\$232,548	42.3%

Source: Vernazza Wolfe Associates, Inc.

*Assumes that ownership costs do not exceed 33% of income.

**Assumes 5% down payment, 8% interest rate for 30 years, property taxes (1%) and insurance.

B. Housing Needs

1) Regional Fair Share Allocation Evaluation

As shown in Table I.17, the Association of Bay Area Governments (ABAG), in its final Regional Housing Needs Determination (RHND) figures, allocated Healdsburg housing units for the period from 1999 to 2006. The time frame for this RHND process is January 1, 1999, through June 30, 2006, (a seven and a half year planning period). The allocation is equivalent to a yearly need of approximately 76 housing units for the 7½-year time period.

Table I.17**Healdsburg Regional Housing Needs Determination (RHND) by Income, 1999-2006**

Total	Very Low	Low	Moderate	Above Moderate	Average Yearly Need (7.5 years)
573	112	78	171	212	76
Percentage of Total	19.5%	13.6%	29.8%	37.0%	

Source: Association of Bay Area Governments (ABAG), *Regional Housing Needs 1999-2006 Allocation, Final Official Release 3/15/2001*

Healdsburg's RHND allocation represents 2.6% of the total Sonoma County RHND of 22,313. This share is slightly above Healdsburg's share of total housing units in Sonoma County as of 2000 (2.3%).

Table I.18 shows the housing units built in Healdsburg between 1999 and 2001. According to the information presented in this table, by June 2001, Healdsburg met 61% of its total housing goals for the time period 1999-2006, since it had constructed 351 units in the targeted price ranges. Although it more than exceeded goals established for the lower-income group, Healdsburg still needs to develop 231 units, over 71% of which need to be affordable to moderate-income households.

Table I.18**Comparison of Housing Unit Production with ABAG's Projected Housing Needs for Healdsburg (1999-2006)**

Year	Total	Very Low-Income	Lower-Income	Moderate-Income	Above-Moderate
ABAG's Housing Needs (1999-2006)	573	112	78	171	212
Already Constructed January 1999-June 2001	351	72	87	6	186
Remaining Housing Needs (Summer 2001)	231	40	(9)	165	26

Sources: City of Healdsburg and Vernazza Wolfe Associates, Inc.

The City of Healdsburg is participating in a countywide workforce housing study and a draft document has been released. One recommendation is that a commercial/industrial job to housing linkage fee be imposed to generate revenues for workforce housing. It is too early to determine if this approach is feasible or not.

2) Special Housing Needs

Within the general population there are several groups of people who have special housing needs. These needs can make it difficult for members of these groups to locate suitable housing. The following subsections discuss these special housing needs of six groups identified in State housing element law (Government Code, Section 65583(a)(6)). Specifically, these include

senior households, persons with disabilities, large households, female-headed households, farmworkers, and the homeless. Where possible, estimates of the population or number of households in Healdsburg falling into each group is presented.

a) Senior Households

Senior households are defined as households with one or more persons over the age of 65 years. Thus far, the 2000 Census has not yet reported on the number of households headed by a senior. However, information is available on the number of persons over the age of 65 years as well as the number of households in which a person over the age of 65 resides. This information is presented in Table I.19 below. Over one-quarter of all households in Healdsburg included one or more senior individuals, and 14.1% of all persons living in Healdsburg are seniors. Over 60% of the senior population is female.

In general, most senior households consist of a single elderly person living alone, or a couple. In comparison, among non-senior households, a smaller percentage of households live alone. This information suggests that housing developments for senior households should contain larger proportions of smaller housing units than projects intended for the general population.

Table I.19
Number of Seniors in Healdsburg (2000)

Number of Persons 65 years and Over	1,507	Number of Households with Individuals 65 Years and Over	1,102
Seniors as a Percentage of the Total Population	14.1%		
Percentage Male	39.5%	Percentage of All Households	27.8%
Percentage Female	60.5%		

Source: 2000 U.S. Census.

As of 1990, the majority of senior households in Healdsburg were homeowners. Of all 1990 households headed by a person 65 years or older, 837 (78%) owned their homes and 241 (22%) rented. Over half of all non-senior households are owners as well. However, one critical difference between senior headed renter households and renter households below the age of 65 years is the percentage of total income paid for rent. As of 1990, approximately 63% of all senior renter households paid 30% or more of their incomes for rent in comparison to only 39% of non-senior renter households.

Table I.20**City of Healdsburg, Comparison of Cost Burdens By Age and Tenure (1990)**

Cost Burden Greater Than 30%	Renters		Homeowners	
	Number	Percentage	Number	Percentage
15 - 64 years	425	38.8%	460	37.7%
65 years and over	142	63.4%	108	14.3%
Total	567	40.7%	568	28.8%

Sources: 1990 Census and Vernazza Wolfe Associates, Inc.

These data indicate that there is need in Healdsburg for programs to assist senior renters. Although there are more senior homeowners, it is the renters who experience the greatest financial housing needs due to fixed incomes. Senior homeowners, however, do face the problem of maintaining their homes, often on fixed incomes as well.

Healdsburg has three subsidized senior rental projects owned and managed by a local non-profit development corporation, Burbank Housing Development. These developments include Fitch Mountain I and II and Parkland Senior Apartments. Combined, these projects provide a total of 83 rental units. There is unmet need for additional subsidized senior apartments. For example, as of April, 2001 there were 163 names on the waiting lists, almost twice the number of apartments available in these three developments.

Another indicator of seniors' housing needs is provided by the Sonoma County Housing Authority waiting list information for the Section 8 Voucher program. Although Section 8 Voucher waiting list information is not available separately for Healdsburg, it is possible to estimate the number of Healdsburg seniors on the county waiting list by assuming a pro-rata share for the City of Healdsburg. Since about 4% of Section 8 Certificate and Voucher holders live in Healdsburg, one can assume that 4% of the 426 senior households on Sonoma County's waiting list countywide live in Healdsburg. This equates to 17 Healdsburg senior households that may have requested Section 8 housing assistance.

Additional information on seniors' housing needs was provided by social service agencies. The Healdsburg Senior Center reports that it receives an average of four to five inquiries per month for subsidized housing. The Center refers these people to the list of senior housing developments provided by the County's Area Agency on Aging. However, Center staff recognizes that, as in the case of the three subsidized senior projects in Healdsburg, waiting lists are long, and applicants are waiting years to secure an apartment.

Healdsburg's Senior Center staff believes that the greatest need for seniors is residential care facilities. The Center receives many inquiries for senior housing that includes a package of services that will help residents with daily living. There is also demand for an Alzheimer's Unit in Healdsburg.

The City has approved two developments, which will help to meet these special housing needs within this Housing Update planning period. These include the Healdsburg Convalescent Hospital expansion project on Grove Street, and planned to include 53 assisted living units and

70 Alzheimer patient beds located. The City has approved the recent annexation, rezoning and design review required for expansion of the Healdsburg Convalescent Hospital in 1997, but construction has not yet begun. Also in the Grove Street area (Area G) is a project that includes 52 assisted living units and 44 Alzheimer patient beds at 20 West Grant Street. The City has approved a lot split, Major Design Review, and a variance needed for the project on W. Grant Street. The site has been cleared, but construction has not yet begun.

The need for residential care is echoed by several Sonoma County Departments and Agencies. The County's Council on Aging Services for Seniors; Area Agency on Aging; Senior Ombudsman's Office; Department of Mental Health, Adult Productive Services, and the Senior Advocacy Services are advocating for the establishment of affordable "Residential Care" facilities, formerly known as "Licensed Board and Care." Staff at Senior Advocacy Services defines this as housing affordable to seniors whose sole income is at the level of SSI (\$700 to \$900 per month) who need assistance in performing the tasks of daily living but do not yet require convalescent care. The agency reports that 25 residential care beds are available in residential care homes in the City of Healdsburg with an average price of \$2,416 per month. The cost of residential care in Healdsburg is far beyond the means of elders depending on SSI as their sole source of income.

Senior Advocacy Services reports that they do not have referrals for the ten or so inquiries they receive each month for affordable residential care facilities. Many of these inquiries are from people living in Healdsburg hoping to move their frail elderly parents and relatives closer to them in order to assist them as they age. These families cannot afford the residential care available in the City.

Finally, homelessness is a real threat for low-income seniors. Staff from the Winter Armory Shelter in Santa Rosa report that many of the people they serve are over age 55.

Many of the policy suggestions made at Healdsburg public meetings of the community and housing professionals held in February and March 2001 would be useful for seniors. These include building smaller units and facilitating senior homeowners who elect to rent out a room in their homes in exchange for services or additional income. Since the number of senior households is increasing as the baby boomers age, this is a special group that will continue to need some assistance with housing.

b) Persons with Disabilities

It is difficult to obtain complete data on Healdsburg's disabled population. Table I.21 presents information derived from the 1990 U.S. Census. (2000 Census data on disabilities are not yet available.) With regard to disability status, the 1990 U.S. Census provides information on whether persons 16 years of age or older have a mobility problem, self-care limitation or both.

Table I.21
Mobility/Self-Care Limitation – Persons 16 Years and Older
City of Healdsburg, 1990

Age	16-64 Years		65-74 Years		75 Years and Older		Total Population 16 Years and Older	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Mobility/Self-Help Limitation	217	3.8%	95	12.0%	146	21.4%	458	6.4%
No Limitation	5,744	96.2%	695	88.0%	536	78.6%	6,705	93.6%
Total Persons	4,113	100.0%	790	100.0%	682	100.0%	5,131	100.0%

Sources: 1990 U.S. Census and Vernazza Wolfe Associates, Inc.

In 1990, approximately 93.6% of Healdsburg's population 16 years of age or older had no self-care or mobility limitation. However, when this same information is separated by age group, it is clear, that, as the population ages, the incidence of disability increases. Among the population that is age 75 and older (the frail elderly), 21% experienced either a self-care or mobility limitation or both. In summary, a total of 458 persons who were 16 years or older in 1990 had a mobility limitation, a self-care limitation, or a combination of these conditions.

Although these figures can give a sense of the proportion of the population with different types of disabilities, a much smaller proportion of the population may actually require specially adapted housing to accommodate disabilities.

In addition to these mobility and self-care limitations, there are also developmental disabilities, such as mental illness and retardation. Although accessibility may be of a lesser concern, supportive services are more critical.

Additional information on the disabled was obtained from social service organizations and is presented below.

- As of April 30, 2001, the County's Mental Health Department reported that 119 of their clients resided in Healdsburg. The North Bay Regional Center, which serves developmentally disabled people, reported on May 11, 2001, that 53 clients lived in Healdsburg. This agency is particularly concerned about their adult clients who have aging parents living with them. As the children age, they may no longer be able to care for their elderly parents. This is the case with three of their Healdsburg clients. Housing with supportive services is a critical need for this population.
- According to a Sonoma County organization that works with persons who have developmental disabilities (Becoming Independent), Healdsburg is an ideal setting for some clients because of the small-town atmosphere and open-minded attitudes of residents. Many clients do not drive, so the fact that parts of Healdsburg are still walkable is very beneficial.

According to the *2000 Sonoma County Consolidated Plan*, the housing needs of persons with disabilities are similar to those of seniors. A survey conducted by the Sonoma County Community Development Commission quoted in the Consolidated Plan indicated that housing

needed by disabled persons should be low-cost and accessible to public transportation, shopping and medical facilities.

Additional concerns related to housing for the disabled include the following:

Housing needs to provide adequate access to units and common areas for people with physical disabilities. Current building codes incorporate the requirements of the Housing Act of 1988 and the Americans with Disabilities Act. Thus, newer housing will at least meet minimum standards for disabled access. One of the key needs for disabled persons is assistance in retrofitting older homes.

Developmentally disabled and mentally disabled individuals require a variety of supportive living arrangements. Becoming Independent staff identified that there is need for small, affordable studio apartments, apartments that accept Section 8 Vouchers, apartments located on the first floor, housing located near public transportation, and housing located in mixed used developments.

The Community Support Network (CSN), a private non-profit organization, operates a number of housing facilities designed to serve the needs of people with emotional, mental, or developmental disabilities. None of these facilities are located in Healdsburg. Four percent of the agency's clientele are from Healdsburg, however, and a facility in Healdsburg is needed to allow people with disabilities to remain in their own community where their social networks are strongest and most familiar.

Most of CSN's housing is located in Santa Rosa and has on-site supportive service programs including: 1) Henley Circle, a 28-unit SRO; 2) a transitional facility with nine beds; and 3) four group homes. CSN's Windsor House in the City of Windsor houses adults with mental health problems and includes programs to assist them in reuniting with their children. Demand for the facilities listed above is great, turnover is rare, and the vacancy rates are zero.

Canyon Run apartments, a recently completed affordable housing project built by the Burbank Housing Development Corporation, a non-profit housing developer, included 4 rental units were designed and have been reserved for the physically-disabled, out of a total of 51 units.

c) Large Households

Large households require housing units with more bedrooms than housing units needed by smaller households. In general, housing for these households should provide safe outdoor play areas for children and should be located to provide convenient access to schools and child-care facilities. These types of needs can pose problems particularly for large families that cannot afford to buy or rent single-family houses, as apartment and condominium units are most often developed with childless, smaller households in mind.

The U.S. Department of Housing and Urban Development (HUD) defines a large household or family as one with five or more members. According to the 1990 Census, 358 households, or

10% of the total households had five or more members. This proportion was much higher for renters (14%) than for owners (7%).

This situation creates a problem for those renters who live in multifamily housing, since multifamily rental housing units generally provide one or two bedrooms and not the three or more bedrooms that are required by large families. Although the exact information to assess this problem for Healdsburg is not available, some information is available.

In Healdsburg in 1990, owner-occupied units averaged 2.9 bedrooms per unit, whereas renter-occupied units averaged 2.0 bedrooms per unit. Thus, for the large families that are unable to rent single-family houses, it is likely that these large renter households are overcrowded in smaller units. When planning for new multifamily housing developments, therefore, the provision of three- and four-bedroom units is an important consideration due to the likely demand in Healdsburg for affordable, larger multifamily rental units.

Recent affordable housing projects in Healdsburg have included units specifically designed to accommodate large families. These have included five 4-bedroom units at the Quarry Ridge sweat equity ownership townhomes, six 4-bedroom units at the Canyon Run apartments, and sixteen 4-bedroom units (out of 81 units) at the Oak Grove apartments.

d) Female-Headed Households

According to the U.S. Census Bureau, a single headed household contains a household head and at least one dependent, which could include a child, an elderly parent, or non-related child. The 2000 Census information released thus far indicates that there are 454 households headed by a female, representing 11.4% of all Healdsburg households. Over half of these female-headed households (260) have children living with them that are under 18 years of age.

Due to lower incomes, female-headed households often have more difficulties finding adequate, affordable housing than families with two adults. Also, female-headed households with small children may need to pay for childcare, which further reduces disposable income. This special needs group will benefit generally from expanded affordable housing opportunities. More specifically, the need for dependent care also makes it important that housing for female-headed families be located near childcare facilities, schools, youth services, medical facilities, or senior services.

e) Farmworkers

Agriculture is an important part of the Sonoma County economy. The Sonoma County Employment Development Department estimates that farm employment in the County was approximately 6,500 in March 2001. This was up approximately 500 jobs since March 2000. This represents approximately 3.3 percent of all employment estimated for the County in March 2001. According to the California Human Development Corporation (CHDC), an organization that provides services to farmworkers, there has been a tremendous expansion in grape acreage in Sonoma County, so that they anticipate that the number of farmworkers will continue to rise.

Burbank Housing Development Corporation (BHDC) has developed and manages one permanent USDA-subsidized rental housing development in Healdsburg, the Harvest Grove Apartments. These 44 apartments were completed in 1996. As of April, 2001, 72 families were on the waiting list, and the wait is two years long.

An additional BHDC-sponsored development, financed partially by USDA, Quarry Ridge, is an ownership project whereby purchasers contribute their own “sweat equity” to their home. More than 300 farmworker families applied to participate in this program. Only twenty homes are available through Quarry Ridge.

Farmworker housing needs include housing to accommodate peak labor activity in the late summer through the grape harvest. This housing is needed primarily for single men. Sonoma County has never had a state labor camp (open seasonally from April–October) nor has it had peak harvest housing, with the exception of a “Tent City” that CHDC sponsored in Healdsburg several years ago.

Although there is no labor camp in Sonoma County, CHDC currently operates three camps for the neighboring Napa County Housing Authority. One camp is located in Calistoga (Christian Brothers Winery, Napa County) for single men. It has 60 beds, and the Napa County Housing Authority owns the site. There is a second camp, providing 50 beds, located at the Mondavi vineyard near Yountville in Napa County. The Housing Authority leases this site. A third camp is located in Southern Napa County at a vineyard. These camps are open 11 months out of the year (closed in December). Although they run at an average vacancy rate of 50 percent, by April 1, the camps are full. The peak months are September and October. During these early Fall months, CHDC turns away ten to twenty people per day.

CHDC advocates for more state-funded migrant farmworker housing. If this housing is not available, then individuals and families are forced to double up in apartments, converted motels, and mobile home parks. Farmworker housing should emphasize affordability to workers with low wages, and provide opportunities for both resident and migrant farmworkers, and for families as well as single persons.

The lack of adequate migrant farmworker housing is resulting in homelessness among farmworkers who come to the Healdsburg area during the summer and harvest months. North County Community Services, a private non-profit organization, seeking to find housing and provide rental assistance to homeless people, reports that the number of calls from farmworkers surges during the summer months. They refer many of these calls to CHDC who has Spanish-speaking staff and runs a rental assistance program.

f) Homeless

According to Sonoma County’s *Continuum of Care Plan*, the majority of the homeless in Sonoma County are County residents rather than transients. Although a survey will be conducted of the homeless in Sonoma County, results will not be available until November 2001.

As of the last estimate reported in the *2000 Continuum of Care Plan*, it was estimated that 8,215 persons were homeless in the County, of which 4,075 were single, and 4,140 were in families.

It is very difficult to quantify the homeless population in a given community due to the lack of current census data. Conversations with service providers reveal the following about the homeless population in Healdsburg:

- Staff from the Emergency Shelter Program (the “Winter Armory Shelter), located in Santa Rosa, report that approximately 66 clients (out of a total of 4,344 persons) have come from Healdsburg in the last eight years. They stated that several of their Healdsburg clients were seniors.
- Catholic Charities, through its Family Support Network Program, operates a 28-bedroom shelter in Santa Rosa that serves approximately 200 families per year. In 2000, staff reported that 14 individuals stayed at the shelter who listed an address in Healdsburg. The shelter also runs an “Emergency Intake Program” whereby individuals and families who qualify and are in desperate need are allowed to sleep in common areas. In 2000, seven individuals and two families from Healdsburg participated in this program.
- The Healdsburg-based non profit organization, North County Community Services, runs a program to cover rent deposits and a limited number of rent payments to assist families and individuals in obtaining and retaining permanent housing. Volunteers staff phones at this organization which can serve approximately ten families per month with rental assistance. At least ten to twenty families are turned away each month.
- North County Community Services also runs the Spare Room, an emergency shelter located in St. Paul’s Episcopal Church. The facility is a converted restroom with two sets of bunk beds to accommodate one to four people for one to three nights. In emergencies, a mattress is put on the floor to accommodate a fifth person. Staff reports that it is always full with many referrals coming from the Healdsburg Shared Ministries Pantry. Guests are accepted on a first come, first serve basis, with women and children receiving first preference.

North County Community Services provides sheets and toiletries. St. Paul’s Church also makes a shower available to the general homeless population and provides approximately 100 showers per month.

- In addition, North County Community Services operates a transitional shelter, the Holbrook House, funded by the Healdsburg Shared Ministries, the Sonoma County Wineries Foundation and other foundations and donors. This facility can accommodate up to ten families for six to eight months. Volunteers report that most families using this facility are farmworkers.
- North County Community Services also provides information and referral services. Volunteers make referrals to the two subsidized family rental properties in Healdsburg, Oak Grove Apartments (81 units) and Canyon Run (51 apartments), knowing that apartments are not immediately available. In general, North County Community Services volunteers do

not refer low-income families to the conventional market, since rents are not affordable to low-income families.

- The Healdsburg Shared Ministries Pantry (a coalition of local churches) distributes food to 2,000 to 2,300 people per month. The Shared Ministries Pantries sees about twenty homeless people per month. Clients include large families, families with substance abuse problems, single migrant farmworkers, permanent farmworkers and their families, single adults and female-headed households.

There is a need for many different types of shelter solutions for the homeless and those at risk of becoming homeless. Historically, many social service organizations and resources have been located to approximately 10 miles to the south in Santa Rosa. But, according to service providers, additional services should be made available for homeless persons in Healdsburg. (The *Sonoma County Continuum of Care Plan* (2000-2006) provides detailed information on regional services available for homeless persons and individuals.)

Recent City efforts to address housing needs for the homeless have included the acquisition of a four-unit building at 308 East Street in downtown Healdsburg which is intended to be used as transitional housing facility. The City will be leasing the building to St. Paul's Church, a neighboring and local non-profit entity, to operate and maintain this facility. Funding for this project has included \$400,000 for property acquisition and \$175,000 for renovation, using CDBG and Redevelopment Agency funds. St. Paul's Church has also acquired a single-family home on North Street that is used as a transitional shelter for one family at a time on an ongoing basis.

3) Units At-Risk of Conversion

State law requires that housing elements include an inventory of all publicly assisted multifamily rental housing projects within the local jurisdiction that are at risk of conversion to uses other than low-income residential during the current planning period (January 1, 1999 through June 30, 2006) and the subsequent five years (July 1, 2006 through June 30, 2111).

Information on assisted housing units at risk of conversion during this and successive planning periods was provided by several sources including the *2000 Sonoma County Consolidated Plan*, the City of Healdsburg, and the California Housing Partnership. At the present time, there are no assisted projects at risk of conversion to market rate rents.

II. RESOURCE INVENTORY

A. Housing Production And Potential Housing Sites, 1999-2006

The purpose of this discussion is to identify and analyze whether housing needs in the City of Healdsburg will be met through new housing development and redevelopment on available vacant or underutilized land that will be available for housing development during this Housing Element planning period (1/1/99-6/30/06). This discussion includes a) housing production to date, by income group and housing type, b) land available within the City of Healdsburg for residential development relative to the City's assigned need for new housing as determined by the Association of Bay Area Governments (ABAG), and c) the availability of sites to accommodate a variety of housing types suitable for households with a range of income levels as well as special housing needs.

1) Housing Production To Date

As of July, 2001, a total of 351 new housing units have been built in the City of Healdsburg since the beginning of the Housing Element planning period (January, 1999). Of these 351 units, 159 units were constructed for very low- and low-income households, representing approximately 45% of all units built. Table II-1 below contains a summary of the numbers of already constructed housing units by housing income level and by Development Areas. (Note: See location and boundaries of Development Areas in Appendix A. Areas B and C are not included in Table II-1 below since these areas remain outside the City limit and no new housing has been built to date in these areas.)

Table II.1

Already Constructed Housing Units Jan. 1999 through June 2001 by Income Group

Development Area	Very Low-Income	Low-Income	Moderate-Income	Above Moderate-Income	Total Housing Units
Area A	31	40	0	141	212
Area D	41	40	0	0	81
Area E	0	0	4	40	44
Area F	0	6	2	0	8
Area G	0	0	0	0	0
Area H	0	1	0	5	6
Area I	0	0	0	0	0
Totals	72	87	6	186	351
Percentages	20%	25%	2%	53%	100%

The 351 units that have already been built in Healdsburg since the beginning of the Housing Element planning period include 152 subsidized units constructed by for- and non-profit housing

corporations, specifically targeted and restricted to very low- and low-income households (as required by local CRA, state and federal funding sources). See Table II.15 [former Table II.14] for a list of income restricted subsidy types. These include Canyon Run and Quarry Ridge in Area A, and Oak Grove in Area D. The remaining 7 units are all secondary units and are considered affordable to low-income individuals or households due to their limited size and monthly rents, and as confirmed on the basis of a telephone survey. Both the subsidized units and the secondary units are listed in Table II-2 (see also Table II.15):

Table II-2. Projects Completed Since Jan. 1999 in Healdsburg Affordable To Very Low- And Low-Income Households

Name of Project	Location	Tenure	Sponsor	No. of Very Low-Income Units	No. of Low-Income Units
Canyon Run	Area A	Rental	BHDC*	31	20
Quarry Ridge	Area A	For sale	BHDC	0	20
Oak Grove	Area D	Rental	Alpha Group II	41	40
133 Sherman St.	Area F	Rental	Property owner	0	1
228 Second St. (2 nd Unit)	Area F	Rental	Property owner	0	1
323 First St.	Area F	Rental	Property owner	0	1
621 Prince St. (2 nd Unit)	Area F	Rental	Property owner	0	1
332 First St.	Area F	Rental	Property owner	0	1
636 Brown St. (2 nd Unit)	Area F	Rental	Property owner	0	1
1163 S. Fitch Mountain Road (2 nd Unit)	Area H	Rental	Property owner	0	1
Totals				72	87

*Burbank Housing Development Corporation

For this housing inventory, the assignment of housing sites to income groups is based on assumptions regarding either current market conditions (i.e., selling prices of homes) or legal contracts or agreements which limit rents or housing costs for certain subsidized housing projects. The following assumptions have been made regarding the affordability of both already constructed housing units and future housing units on vacant and underutilized sites during this planning period:

- All detached single-family homes are considered affordable to above moderate-income households only.
- Higher density multifamily or attached housing units are considered potentially affordable for moderate-income households.
- Housing which is considered affordable to very low- and low-income households is limited to subsidized housing projects or units, typically including multifamily units, sweat equity townhouses, or other similar types of housing. Additionally, most secondary dwellings are also considered affordable to low-income households.

Table II.3 below shows the breakdown of housing production to date by housing type:

Table II.3**Already Constructed Housing Units Jan. 1999 through June 2001 by Housing Unit Type**

Development Area	Affordability Category	Single-family units	Multifamily units	Duplexes	Secondary dwellings	Totals
Area A	Very Low	0	31	0	0	31
	Low	20	20	0	0	40
	Moderate	0	0	0	0	0
	Above moderate	141	0	0	0	141
Area D	Very Low	0	41	0	0	41
	Low	0	41	0	1	42
	Moderate	0	0	0	0	0
	Above moderate	0	0	0	0	0
Area E	Very Low	0	0	0	0	0
	Low	0	0	0	0	0
	Moderate	0	0	4	0	4
	Above moderate	40	0	0	0	40
Area F	Very Low	0	0	0	0	0
	Low	0	0	0	6	6
	Moderate	0	0	2	0	2
	Above moderate	0	0	0	0	0
Area H	Very Low	0	0	0	0	0
	Low	0	0	0	1	1
	Moderate	0	0	0	0	0
	Above moderate	5	0	0	0	5
Totals		206	175	6	7	351
Percentages		59%	38%	1%	2%	100%

Sources: City of Healdsburg Planning and Building Department, Earthcraft Planning Services

As can be seen in Table II.3, 59 percent of all new housing units constructed since January 1999 are single family units, while the remaining 41 percent are other housing types, of which 38 percent are multifamily units, one percent are duplex units, and two percent are secondary units.

2) Potential Housing Sites

Housing Element law requires an inventory of land suitable for residential development (Government Code, Section 65583(a)(3)). An important purpose of this inventory is to determine whether a jurisdiction has allocated sufficient land for the development of housing to meet the jurisdiction's share of the regional housing need within the planning period for this Housing Element (January, 1999 through June, 2006), including housing to accommodate the needs of all household income levels.

a) Criteria for Identifying Available Sites

For the purposes of this inventory, a field review of the entire City was conducted during spring and early summer of 2001 to identify housing sites. In addition, this review included sites located in a portion of the Sphere of Influence (SOI) that could be potentially annexed and

developed within the planning period for this Housing Element update. All of the area reviewed for potential housing sites met the following criteria: a) are either already within City limits, or are within areas potentially annexed and developed within the planning period for this Housing Element update, b) are already designated for residential use in the General Plan (and if within City, zoned residential), c) are currently vacant or have agricultural or rural residential uses, and d) do not have environmental constraints that would prevent development. None of the identified sites would require rezoning except for one site (currently zoned Highway Commercial).

Healdsburg's existing residential General Plan land use designations are listed and described in Table II.4 below:

Table II.4**Existing City of Healdsburg General Plan Residential Land Use Designations and Corresponding Zoning Districts**

Land Use Designation	Max. Units/ Gross Acre	Allowable Uses	Corresponding Zoning District(s)	Min. Net Area/DU	Max. Units/ Gross Acre with State Density Bonus
Very Low Density Residential	0 - 1.00 du/ac (up to 1.3 du/ac with DC overlay)	Detached SFD, clustering with PD or DC overlay	R-1 40,000	40,000 sf	1.25
Low Density Residential	1.01 - 3.00 du/ac	Detached SFD, clustering with PD or DC overlay	R-1 20,000 R-1 12,500	20,000 sf 12,500 sf	3.75
Medium Density Residential	3.01 to 6 du/ac	Detached SFD, clustering with PD or DC overlay	R-1 6000	6000 sf	7.5
Medium High Density Residential	6.01 – 8.00 du/ac	Attached or detached SFD	R-1 3500	3500 sf	10
Downtown Residential	3.0 - 8.00 du/ac	Detached or attached units (SFD or MFD)	DRD	4500 sf	10
High Density Residential	6.01 – 12 du/ac	Attached units (MFD)	RM	3000 sf	15
Professional Offices/High Density Residential	6.01 – 12 du/ac	Attached units (MFD)	ORM	3000 sf	15
Affordable Housing Overlay (AH-1)	Up to 16 du/ac	Detached or attached units (SFD or MFD)	AH-1	None required	20
Affordable Housing Overlay (AH-2)	Up to one additional unit for lots sized 10,000 sf or less, max. of 2 additional units for lots over 10,000 sf.	Detached or attached units (SFD or MFD)	AH-2	None required	N/a

Source: City of Healdsburg General Plan Policy Document and Zoning Ordinance, Earthcraft Planning Services

Unless designated with an Affordable Housing overlay zone (AH-1), residential uses are currently not allowable in the Industrial zones (ML, MG, MCL). However, Healdsburg allows residential use where it is a part of a mixed use project in the following Commercial zones:

Service Commercial (CS), Highway Commercial (CH), Downtown Commercial (CD), and Plaza Retail (PR). In the PR district, residential uses are allowable on floors above the ground floor. For residential uses in commercial zones, the site area per dwelling is 2,000 square feet.

There have been no recent mixed use projects constructed in Healdsburg to date, and no assumptions have been made for estimating the contribution of housing units constructed as part of mixed use projects in commercial zones for this housing inventory. However, it is expected that some mixed use housing may be developed during this planning period. One project has recently been proposed just south of the plaza on Healdsburg Avenue, which would include eight housing units on the upper floors. This may indicate that the initial market for locating such projects is likely to be near the downtown plaza area due to its close-in attractions and attractive ambience.

b) Inventory of Available Vacant and Underutilized Housing Sites

Maps showing the locations of vacant or underutilized sites identified for this Housing Element are included in Appendix A. Appendix B includes tables identifying each of the vacant and underutilized sites that have been identified by the City for each of the Development Areas, along with a map code reference to the figures included in Appendix A.

The following table shows the acreages of vacant and underutilized lands determined likely to be developed for housing within this housing element planning period, by zoning district and corresponding permitted housing types and density:

Table II.5

Acreages Of Vacant And Underutilized Lands Determined Likely To Be Developed For Housing Within This Housing Element Planning Period By Zoning District

Zone	Housing Types Permitted	Maximum Allowable Density	Acreage
RM	Multifamily units, townhomes	12 du/ac (proposed: 16 du/ac)	17.5
ORM	Multifamily units, townhomes	12 du/ac (proposed: 16 du/ac)	7.95
ML/AH-1	Any type	20 du/ac (with State density bonus)	4.71
DRD	Single family, duplex and secondary units	8 du/ac	0.51
R-1 3,500	Single family and secondary units	8 du/ac (proposed: 10 du/ac)	0.71
R-1 6,000	Single family and secondary units	6 du/ac	3.46
R-1 12,500 H	Single family and secondary units	3 du/ac	2.38
R-1 20,000 H	Single family and secondary units	3 du/ac	19.78
R-1 40,000 CD	Single family and secondary units	1 du/ac (1.3 du/ac with CD cluster overlay)	83.68

Total	140.68
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c) Determination of Development Potential for Vacant and Underutilized Sites

The maximum density allowable under the current General Plan and zoning ordinance, including utilization of the State density bonus, has been used for estimating development potential on most of the infill sites within City. However, on many vacant sites currently outside City limits, various environmental constraints and factors related to lot configuration, adjacent land uses, and access also limit the number of housing units that can be produced. This is particularly true in Areas B and C, subareas of the City's General Plan planning area, where much of the City's future growth is expected. Due to various environmental constraints (i.e., topography, riparian or special habitat areas, severe wildfire risk, access limitations, fault zones, etc.), substantially fewer housing units can be developed in these areas than could be expected based on General Plan land use designation density range only. For Areas B, C, and G (Grove Street Neighborhood Plan area), either the specific plan adopted for the area by the City, or the most recent development proposal under consideration by the City, has been used for calculating a realistic development projection and housing unit production capacity for such areas (see discussion under d) below).

d) Assumptions Regarding Housing Sites in Unincorporated Portion of the City's Sphere of Influence

In order to aid in identifying and tracking available housing sites, the City has been divided into Development Areas for the purposes of this Housing Element. The Development Areas have been delineated in part based on the previous Housing Element sub-areas boundaries, but have been updated to match more recent planning area boundaries (i.e., Areas A, B, and C, and the Grove Street Neighborhood Plan area). The location and boundaries of these Development Areas are shown in figures included in Appendix A.

All the Development Areas, with the exception of Areas B and C, and a portion of Area G, are already within City limits, and are already served and accessed by City streets, services and utilities. The following summarizes the City's current assumptions regarding the potential or planned annexation and development of Areas B, C, and the unincorporated portions of Area G within the planning period for this housing element.

Area B

Area B consists of two parcels, both of which are vacant and remain outside of the City limits. However, all of the housing sites in Area B listed in this housing site inventory have City services and utilities available up to the property line. Area B consists of mostly steep and wooded ridges with a number of significant environmental constraints, which will limit housing development. Most of the housing to be developed here is expected to be affordable to above moderate-income households only, with the exception of any inclusionary housing units.

The northern portion of Area B consists of two parcels, one of which (Asborno, 42.53 acres), is designated *Very Low Density Residential* while the other parcel is designated *Open Space*. The latter is included within an existing conservation easement and, is therefore, unavailable for future residential development. An Area Plan (North Ridgeline Area Plan), a type of specific plan required for this area by the General Plan prior to annexation and development, was adopted by the City in June, 1999 for the northern portion of Area B, along with a Mitigated Negative Declaration. While a specific development proposal has been submitted to the City for review, in which the number of housing units proposed is substantially the same as under the adopted Area Plan, it remains unknown whether this property is likely to be annexed and developed within the timeframe of this Housing Element update.

The other potentially developable property in Area B (Callahan) consists of approximately 160 acres, but only 55.73 acres is not included in an existing open space conservation easement. This area is also designated *Very Low Density Residential*. The inventory of vacant properties which are considered available for housing development includes most of the remaining area of the property left out of the open space conservation easement, whereas enclaves that were controversial during the planning process conducted for the Area Plan in 1998-99 were not included since it is expected that it is less likely that these areas will be granted approvals for annexation and development. A draft version of an Area Plan was prepared for the southern parcel in Area B (Callahan), but was not adopted by the City. A draft Mitigated Negative Declaration for the project to comply with CEQA requirements was also prepared at the time. While no specific development proposal application is currently under review or consideration by the City for this property, it is anticipated that the draft plan could still be used for meeting the City's General Plan requirement that a specific plan be adopted prior to annexation and development of this area. Therefore, it remains unknown whether this property is likely to be annexed and developed within the timeframe of this Housing Element update.

Area C

Area C consists of two properties which remain outside the City limits. The largest of these two properties (Passalacqua) consists of 283.05 acres. Most of this property is designated as *Very Low Density Residential*, but the relatively level southwestern portion of the parcel topography in the southwest corner adjacent to Healdsburg Avenue is designated *Medium Density Residential*. The other parcel in Area C, consisting of 56.96 acres, is also designated as *Very Low Density Residential*. Due to various environmental constraints, Area C is not expected to develop to the capacity which would be permitted under General Plan land use density range or zoning requirements only.

In order to provide a realistic estimate for the number and type of housing units that can be produced in this area, this inventory relies on a conceptual plan for the development of this area that is currently under consideration by the City. This conceptual plan includes a site for an affordable housing project which is located adjacent to another site already planned and zoned for an affordable housing project in Area A. Housing development in this area will require both the approval of specific plan, CEQA clearance for that plan, and annexation and adherence to the Growth Management Program. However, it is expected that this project can be approved and implemented within the timeframe of this Housing Element planning period.

Area G

Area G consists of the area included in the Grove Street Neighborhood Plan, adopted by the City in June, 1999. This area includes properties that are already within City limits, as well as properties which remain outside the City limits but within the City's sphere of influence. Within Area G, the only significant vacant and underutilized lands available for development of housing are parcels remaining outside of the present City limits. The City has completed the CEQA review, pre-zoned the properties and has applied for annexation approval by the Sonoma County Local Agency Formation Commission (LAFCO). Approval of the LAFCO annexation is expected in September, 2002.

The City has also completed several infrastructure (i.e., local property-serving collector sewer and water mains, street pavement overlay) that will allow full development of the area. Other on-site subdivision improvements, frontage improvements along existing public streets, and any required local storm drainage improvements will be the responsibility of future developers.

3) Analysis of Available Land vs. Projected Needs by Housing Type and Income Group

a) Comparison Of Land Availability To ABAG'S RHND Allocation

The California Department of Housing and Community Development (HCD) periodically determines the housing needs for each region of the state. This determination is based on existing housing need, including the level of overcrowding, the potential loss of housing due to demolition, and projected regional growth rates (projected population, jobs, and households). In turn, the Association of Bay Area Governments (ABAG) has been delegated the responsibility by HCD for allocating the regional housing need goal among the cities and counties in the Bay Area. The numbers adopted by ABAG are required to be included in each locality's general plan, along with a strategy aimed at meeting their housing need. ABAG's Regional Housing Needs Determination (RHND) for Healdsburg includes a total of 573 housing units during the current Housing Element planning period (1/99 through 6/06). The breakdown of this total number by income group is as follows:

Very Low-Income	112
Low-Income	78
Moderate-Income	171
Above Moderate-Income	212

As previously noted (See Table II.1), Healdsburg has constructed a total of 351 housing units already during this Housing Element planning period. As shown in Table II.6, Healdsburg has a remaining housing need (after subtracting units already built) of 231 housing units for the 1999-2006 planning period. The breakdown by income group is also shown.

Table II.6**Remaining Housing Needs Based on ABAG RHND Allocation**

	Very Low- Income	Low- Income	Moderate- Income	Above Moderate- Income
ABAG RHND Hblg. Alloc. Projected Need (Total = 573 housing units)	112	78	171	212
Already Constructed Housing Units Since Jan. 1999	72	87	6	186
Remaining Housing Needs	40	(9 surplus)	165	26

As for housing production to date (see above), assignment of future housing production on vacant and underutilized sites has been based on same assumptions as for housing production already constructed.

General Plan land use and zoning designations were used to determine the types of housing units that will be built on the sites identified in the land inventory presented in Table II.8. Table II.7 shows the relationship of zoning districts to housing need income group suitability, as assumed for this housing site inventory.

Table II.7**Assumptions Regarding Residential Zoning District and Corresponding Housing Types and Income Groups**

Zoning District	Housing Types	Income Group
R-1 40,000	Detached single family dwellings	Above moderate
R-1 20,000	Detached single family dwellings	Above moderate
R-1 12,500		
R-1 6000	Detached single family dwellings	Above moderate
R-1 3500	Detached or attached units	Above moderate
RM	Attached units (apartments, condominiums)	Very low, Low, Moderate
DRD	Detached or attached units	Moderate
ORM	Attached units (apartments, condominiums)	Very low, Low, Moderate

The City is proposing to amend the General Plan, Zoning Ordinance and other policies and regulations as part of this Housing Element update in support of its goals and policies and to increase the number of potential affordable housing units. These modifications would be part of the proposed implementation measures in an updated Housing Element.

Table II.8 shows the number of potential housing units by income group that could be produced in each of the Development Areas during this Housing Element planning period. This table indicates the number of potential units under both existing as well as under proposed regulatory changes (including allowable densities) as outlined in Section III.B.1. For the purposes of this

analysis, a mid-range density of 15 units per acre has been assumed for the RM and ORM zones under proposed zoning ordinance modifications. No properties were assumed to utilize any density bonuses that would be allowed by right for lower-income and some moderate-income housing, which would permit higher density up to 20 units per acre. However, the assumption that at least 25 percent of all future multifamily housing projects will be subsidized and targeted to very low- and low-income households is included in the development calculations for all RM and ORM zoned sites in the Development Area Tables. This assumption is considered conservative since a review of development trends indicates that at least 85 percent of all multifamily housing units that have been built in the past 16 years in Healdsburg (since 1986) have been subsidized and targeted to almost all lower-income households.

Table II.8 does not assume annexation and development of Areas B and C within this planning period. In the event that Area C is annexed and developed within the planning period, this would increase housing site capacity for both lower- and moderate-income households. Annexation and development of Area B would primarily increase the availability of sites for above moderate-income households (see Table II.9).

Table II.8

Potential Number of Housing Units on Vacant or Underutilized Properties Designated Or Zoned For Residential within City Limits

Area	Status	Potential Number of Housing Units Under Existing Zoning (RM & ORM @ 12 du)				Potential Number of Housing Units Under Proposed Zoning (RM & ORM @ 15 du)			
		Very Low-Income	Low-Income	Moderate-Income	Above Moderate-Income	Very Low-Income	Low-Income	Moderate-Income	Above Moderate-Income
Area A	Vacant	0	6	16	103	0	6	16	103
	Under-utilized*	0	1	0	18	0	1	0	18
Area D	Vacant	16	18	69	0	19	20	85	0
Area E	Vacant	8	7	43	14	10	11	51	14
Area F	Vacant	12	12	68	7	16	16	82	7
Area G	Vacant	15	14	57	27	18	18	71	27
	Under-utilized**	0	1	0	27	0	1	0	27
Area H	Vacant	0	0	0	11	0	0	0	11
Area I	Vacant	1	1	6	0	1	1	6	0
Totals		52	59	260	207	64	74	312	207

* Note: Underutilized properties in Area A include two properties for which development plans have been submitted to the City for consideration and approval as well as a property located at a prime location on Healdsburg Avenue that is considered likely to be redeveloped during this Housing Element update planning period.

** Note: Underutilized properties in Area G include properties with larger acreages (in excess of 1.78 acre) considered likely to develop within this Housing Element update planning period.

Table II.8 indicates that the City would be able to meet the ABAG RHND unit allocations with some surplus capacity with vacant and underutilized sites within the City limits, adequately served by public utilities, access and services, under its existing housing policy and development regulations. However, more surplus capacity will be created under the proposed changes as

outlined above and as proposed for this Housing Element update, which will also result in more potential capacity for the development of low- and moderate-income housing.

By assuming that Areas B and C (currently vacant, but outside City limits) are annexed and partially developed within this Housing Element timeframe, the above totals would increase as shown in Table II.9. These development projections include consideration of the impact of the growth management program.

Table II.9

Potential Number of Housing Units on Vacant or Underutilized Properties Designated Or Zoned For Residential within City Limits and Sphere of Influence (2001 to 2006)

Area	Potential Number of Housing Units Under <i>Existing Zoning (RM & ORM @ 12 du)</i>				Potential Number of Housing Units Under <i>Proposed Zoning (RM & ORM @ 15 du)</i>			
	Very Low- Income	Low- Income	Moderate -Income	Above Moderate -Income	Very Low- Income	Low- Income	Moderate -Income	Above Moderate -Income
Within City limits	52	59	60	207	64	74	311	207
Area B	1	1	0	23	1	1	0	23
Area C	6	6	13	23	6	6	13	23
<i>Totals</i>	59	67	272	253	71	81	324	253

Table II.10 compares the number of housing units needed based on ABAG's RHND Allocation for Healdsburg versus the capacity of the vacant and underutilized lands that the City expects to be residentially developed during this Housing Element planning period. The estimates for housing units are based on development potential for properties already within the existing City limits or in the process of being annexed by the City. Table II.10 provides comparisons between available sites and the RHND allocation numbers under both existing zoning and proposed zoning modifications.

Table II.10

Comparison of Remaining Housing Needs Based on ABAG's RHND Allocation vs. Residential Land Capacity within Existing City Limits

	Number of Housing Units under <i>Existing</i> Zoning (RM & ORM @ 12 du)				Number of Housing Units under <i>Proposed</i> Zoning (RM & ORM @ 15 du)			
	Very Low- Income	Low- Income	Moderate -Income	Above Moderate -Income	Very Low- Income	Low- Income	Moderate -Income	Above Moderate -Income
ABAG RHND Hblg. Alloc. Remaining Housing Needs (as of June 2001)	40	(surplus 9)	165	26	40	(surplus 9)	165	26
Housing Site Capacity (Vacant and Underutilized Land Available for Residential Development)	52	60	259	207	64	74	311	207
Surplus Capacity	12	69	94	181	24	83	147	181

Table II.11 assumes annexation and development of Areas B and C within this planning period. This table is similar to Table II.10, with the exception that Areas B and C area included.

Table II.11

Comparison of Remaining Housing Needs Based on ABAG's RHND Allocation vs. Residential Land Capacity within Sphere of Influence (including Partial Development of Areas B and C)

	Number of Housing Units under <i>Existing</i> Zoning				Number of Housing Units under <i>Proposed</i> Zoning			
	Very Low-Income	Low-Income	Moderate-Income	Above Moderate-Income	Very Low-Income	Low-Income	Moderate-Income	Above Moderate-Income
ABAG RHND Hblg. Alloc. Remaining Housing Needs	40	(surplus 9)	165	26	40	(surplus 9)	165	26
Housing Site Capacity (Vacant and Underutilized Land Available for Residential Development)	59	67	272	253*	71	81	324	253*
Surplus Capacity	19	58	107	227	31	90	159	227

*Note: Above moderate housing is limited to 180 units through the year 2006, except for exempted units in the Parkland Farms subdivision (25 lots).

Tables II.10 and II.11 indicate that there is a surplus of housing sites for all income groups based on current General Plan, zoning, and acreage that potentially will be available for residential development during the planning period. It should be noted that the housing site capacity (vacant and underutilized land available for residential development) shown in these tables does not include any sites or credit for additional secondary dwellings, or housing provided as part of a mixed use project on a commercially zoned site.

b) Land Available for Multifamily Residential Development

With its higher density, multifamily housing is more likely to provide affordable housing opportunities. Multifamily housing is especially needed for those who rent or have special housing needs. The City has a total of 30.16 acres of land that is currently zoned RM, ORM, and/or AH-1 that could provide sites for multifamily residential development.

To increase the land available for multifamily residential development, the City proposes to rezone most (80 percent, or approximately 4.7 acres) of a 5.87 acre property located at 1531, 1525, 1505 Healdsburg Avenue (APN 3-03-6) from CS (Service Commercial), and another property located at 100 Chiquita Road (APN 89-07-21) from ML (Light Industrial), to RM (Multifamily Residential). Both sites' General Plan land use map designation would be amended accordingly. The frontage along the site on Healdsburg Avenue would remain commercial and thus act as a buffer for traffic noise. Both sites are fully served by public utilities and services, and are close to a local elementary school, shopping, and public transit. With the loss of one property currently zoned AH-1 that is not proposed to be rezoned to RM, and inclusion of these

properties proposed to be rezoned to RM, the land available for multifamily residential development increases from 25.46 to 32.93 acres (see Table II.5).

c) Land Available for Other Types of Housing and Shelter

State law (Government Code Section 65583(c)(a)) requires that local land use regulations accommodate a range of housing types, as well as facilities for people in need of emergency shelter and transitional housing. The following is a brief analysis of the availability of land for other types of housing.

Manufactured Housing / Mobile Homes

The City currently has three mobile home parks with 100 sites (see Table 1.8). However, the City does not have a Mobile Home Park designation, but permits manufactured housing on permanent foundations in all single-family (R-1) zoning districts.

Based on Table II.5, the City has a total of 101.01 acres of vacant land zoned R-1 (R-1 3500, R-1 6000, R-1 12,500, R-1 20,000 and R-1 40,000) and thus available as sites for manufacturing housing. All of these sites are already adequately served with utilities, access and public services to permit such development within this Housing Element planning period.

The City is considering a mobile home conversion ordinance to reduce the chance of parks being eliminated unless replaced with lower income housing.

Housing for Disabled Persons

The following is a summary of the permit review process for care facilities that handle 15 or more persons, including group living homes, congregate care and other similar facilities:

Permitted Use (design review only): ORM (Office and Multifamily) zone; MP (Professional Office and medical)

Use Permit (with design review): DRD (Downtown Residential) district; RM (Multifamily Residential) zone; CS (Service Commercial) district.

In addition, the zoning code presently allows a density bonus of up to 10% for projects containing substantially more than the legally required number of disabled-accessible units.

As noted under b) above, the City has a total of 32.93 acres of vacant land zoned or proposed to be zoned RM and ORM and available for use as congregate care housing facilities. All of these sites are already adequately served with utilities, access and public services to permit such development within this Housing Element planning period.

A recent affordable housing project (Canyon Run) constructed in the RM zone included four units that are accessible to and reserved for disabled persons. Additionally, the City has

As noted under b) above, the City has a total of 32.96 acres of land zoned or proposed to be rezoned to RM or ORM, that could provide sites for these kinds of projects if proposed by public, private, or non-profit agencies and organizations. All of these sites, zoned RM or ORM, are within City limits, and are adequately served by utilities, services, and access.

4) Adequacy Of Public Services And Facilities

This section summarizes current conditions in regards to City infrastructure and public services, and identifies what major improvements will be necessary to accommodate future residential development and growth. In addition to infill sites, most of the future residential development in the City is expected to take place in Areas A, B, and C, as well as in the Grove Street area. All of the housing sites on properties listed in the housing site inventory in this report have City services and utilities available up to the property line in most cases. Only a couple of properties in Area A (i.e., Giovannoni, Ridgeline) will require extension of utilities and streets across adjacent property lines, but these improvements are expected to be constructed in time for development of these properties during the planning period for this Housing Element update.

a) Sewer System

The City's current wastewater treatment plant, located on Foreman Lane well south of town and just south of the confluence of Dry Creek and the Russian River, include aerated lagoons, oxidation/sedimentation ponds, and disinfection with ultimate discharge into a percolation/evaporation pond (utilizing a former terrace mining pit also known as Basalt Pond). The City's existing wastewater treatment plant currently has the capacity to treat flows of 1.4 million gallons per day (MGD). In 1998, average total dry weather flows into the City's sewer system averaged approximately 1 MGD (average dry weather flow). Therefore, there is a remaining unused capacity of 0.4 MGD available to accommodate new development and growth in the near term. This unused capacity would provide treatment capacity for the equivalent of approximately 1,500 homes.

Total peak wet weather flows, which include inflow and infiltration, average approximately 6 MGD, although they have been as high as 8 MGD. The system currently has the hydraulic capacity to absorb this much wastewater (not overtop banks of ponds) and, as well, meet waste discharge standards (for levels of BOD and suspended solids).

The City is planning on relocating its wastewater outfall to another terrace pit pond which is proposed by Syar Industries to the east of the Basalt Pond. This terrace mining pit (Syar Phase V) has been approved by the County and is nearing completion. The City is proposing to relocate its wastewater outfall into the new pond to avoid previous problems with direct contact of wastewater stored in the Basalt Pond with the Russian River as the result of levee failure during high flood events. An EIR was recently certified by the City for this project.

In addition, the City is planning on upgrading its treatment plant facilities from secondary to tertiary standard treatment with the completion date currently anticipated in 2004. Initially, these improvements will not increase capacity, but the plant will be designed so that capacity could be

increased to 1.8 MGD, which would be adequate for full General Plan build-out. The City will be preparing an EIR for these proposed improvements.

The wastewater collection encompasses a network of collector lines of various sizes, nine small lift stations in various locations throughout the City, and a major lift station on Magnolia Drive. In 1984, the City increased the Magnolia lift station capacity to 6.2 MGD and added an additional pressure main to the treatment facilities. In 1995, the City also constructed a new trunk sewer along Vine Street, Grove Street, Dry Creek Road, and Healdsburg Avenue which is adequately sized to serve the eventual full build-out of the northern planning area, including Areas A, B, and C. However, future additional development of the industrial area (Area K) east of the Russian River will require construction of collection facilities and a new sewer lift station to pump wastewater across the river.

b) Water System

The City's water system is supplied from three well fields: one on Dry Creek with three operational wells; and two on the Russian River with a total of eight operational wells. The Dry Creek well field was constructed in 1998 and first operated in 1999. At each of the well fields, water is treated with chlorine, fluoride and orthophosphate for corrosion control.

Distribution system facilities include eight storage tanks serving six separate pressure zones within the distribution system, five pump stations and the necessary water mains and appurtenances for purveying water within the service area. Of the City's eight tanks, three (including two at the Tayman Park Golf Course, and one at the Panorama site at the end of Sunnyvale Drive) are currently under construction and will be completed in March of 2002. When complete, the City's storage capacity will total 7.9 MG. The system also includes several pump stations and distribution mains.

The City presently holds three water right permits; two on the Russian River and one on Dry Creek, as shown on the enclosed map. In addition, the City has one application pending with the State Water Resources Control Board (SWRCB) for Dry Creek water. The City's water rights and corresponding diversion limits are listed in Table II.12 below:

Table II.12**City of Healdsburg Water Rights And Corresponding Diversion Limits**

Location	Permit No.	Max. annual use (acre-feet)	Peak diversion in 2000 (cfs)	Diversion rate limit (cfs)
Dry Creek	8594	n/a	1.0	1.0
Dry Creek	(Pending)	880	2.4	2.6
R.R. (Fitch Well Field)	7847	1385	1.5	3.0
R.R. (Gauntlett Well Field)	11039	1860	3.0	4.0

Source: City of Healdsburg Public Works Department

In addition to these rights, the City has a contractual agreement with the Sonoma County Water Agency (SCWA) dated November 17, 1992, which would allow the City's water diversions to be reported under SCWA water right permits. The agreement allows the City to report up to 4,400 acre-feet of diversions under the SCWA's water rights permits if and when appropriated water is not available under the City's own water rights. The SCWA filed petitions with the SWRCB to implement this agreement on April 20, 1998. The petition, which would add the City's wells to the Agency's water rights permits as points of diversion, is presently pending with the SWRCB.

Total water use in the City during 2000 was approximately 2,500 acre-feet, or approximately 70% of the annual entitlements under existing water rights. Therefore, although it typically takes several years for permit actions to be processed by the state, the City will have ample water production capacity under current entitlements to support the anticipated growth in the near future. Since development potential in the North Area is now expected to be significantly less than anticipated in the 1992 (when the water use study was conducted as the basis for the contractual agreement with the SCWA), these entitlements should be more than sufficient for the City's long-term growth and development needs.

The City's existing water distribution mains are adequately sized to accommodate all anticipated growth in the City's North Area, and along Grove Street. The Grove Street corridor includes an existing 16" water main. Also, 12" water mains along Healdsburg Avenue move water from the south portions of the City to the north area. The Parkland Farms subdivision is also connected directly to the City's Gauntlett Reservoirs by a 16" main, which feeds into 12" and 8" mains in the subdivision streets. Together these provide a redundant looped water system that is expected to be adequate for the development of Areas B and C. In addition, the new Panorama Tank will serve a large portion of the zone previously served by the Gauntlett Reservoirs, which will allow all water storage area at the Gauntlett reservoirs to be dedicated to Areas A, B and C Areas.

Portions of Areas B and C are above the highest elevation (320') that can be served by the City's Gauntlett reservoirs. Those areas must be assessed individually to identify improvements necessary to provide the pressure and flow capacity that will meet health and safety requirements.

c) Streets / Circulation System

The City has now completed a number of street and circulation improvements anticipated to be needed to accommodate the eventual full development of the City's northern planning area and the rest of the City through 2006. These included the widening and improvement of Healdsburg Avenue in 1996. In addition, the Grove Street extension north of Dry Creek Road and connecting to Healdsburg Avenue at its north end was completed in 1997, alleviating any immediate need for constructing major intersection improvements at Dry Creek Road/March Avenue/Healdsburg Avenue. Some minor improvements are still anticipated to be needed at this intersection, but this needs to be further studied. Still needed are intersection improvements for the Dry Creek Road/Highway 101 on- and off-ramps intersection. These include traffic signals, and widening to provide additional lanes (including a turn lane) on Dry Creek Road. These improvements have been included in the City current capital improvement program budget and are expected to be completed during fiscal year 2002/2003. Another planned improvement is the addition of the south-bound freeway on-ramp at Westside Road, for which the design is currently under review by Caltrans, with construction to be completed possibly in 2002. Therefore, all major off-site street improvements needed for housing development in areas within the City limits as well as areas planned or potentially annexed and developed by 2006 (i.e., Areas A, B, and C, and unincorporated portions of Area G) are either already completed or will be in the near future. The only exception would be frontage or street improvements along Healdsburg Avenue adjacent to the west side of Area C.

d) Flood Control / Storm Drain System

The City's north area detention basin was sized to accommodate all previously anticipated development in affected Foss Creek watershed portion of the City's north planning area (i.e., Areas A, B, and C). The detention basin functions as a means of offsetting increases in storm runoff from development by detaining peak storm flows, thereby avoiding or reducing downstream flooding. No other major flood control or offsite storm drain improvements are anticipated to be required for further development in either the City's northern planning area or the Grove Street plan area, although certain sections of Foss Creek still need improvements such as channel widening to alleviate localized flooding and flow restriction. These include the section of Foss Creek adjacent to Grove Street immediately north of the Grove Street detention basin. The City will be implementing a project to replace the bridge and culvert at W. Grant Street that will to improve the capacity of the channel at that location. Design work on that project is currently underway.

e) Parks And Recreation

Healdsburg's Community Services Department operates and maintains a variety of parks and recreational facilities throughout the City. In addition to the downtown Plaza Park, Villa Chanticleer, a golf course (Tayman Park), a pool, and senior citizen center, these include six neighborhood and community parks: Recreation Park, Giorgi Park, Gibbs Park, Badger Park, and Railroad Park, and Carson Warner Memorial Skate Park. In addition, the County operates and maintains the Veterans Memorial Beach Park. Through a cooperative arrangement with the

School District, community user groups are permitted to use school fields. Including the City's six neighborhood and community parks as well as the Healdsburg Plaza, Villa Chanticleer, Carson Warner Skate Park, and the County's Memorial Park, but excluding the Tayman Golf Course and facilities such as the Municipal Pool and Senior Citizens Center, the City of Healdsburg currently has a total public park acreage of 51.5 acres.

The City has already acquired three acres for a neighborhood park in Area A, although it will not be developed until 2003. A larger, 33-acre community park has been proposed in Area C, which could include night lighted active recreation fields. In addition, an off leash dog recreational facility is being considered for a portion of the existing City-owned 9.93-acre detention basin along Foss Creek in the Grove Street area, although there is no estimated date for its development.

Goal VI. A-3 of the General Plan states that the City's goal is to provide 5 acres of developed neighborhood and community parkland per 1,000 residents. In addition, the General Plan calls for a total of 15 acres of regional parks per 1,000 residents. Based on a current approximate population of around 11,000 residents, the City should have about 55 acres of developed neighborhood and community parks. With a total of 49.5 acres, the City currently is deficient in terms of meeting this goal in terms of developed park acreage relative to population. However, new neighborhood and community parks currently approved or planned to be implemented in the near future (see above) would provide additional acreage for meeting General Plan parkland standards in terms of acreage.

f) Schools

The Healdsburg Unified School District currently operates three elementary schools (K-6 grade): Fitch Mountain, Healdsburg Elementary, and Foss Creek. The school district operates one junior (7-8 grades), one senior high school (9-12 grades) and one continuation high school. According to the district's business manager, anticipated new growth in student enrollments within the next ten years will require some expansion of facilities for elementary school and junior high school students. The school district would like to increase capacity at existing school sites, specifically at Foss Creek Elementary School and the junior high school. The facility at Foss Creek may be reconstructed in the near future to provide up to 8 new classrooms, while the school district owns two properties adjacent to the junior high school which potentially could be used for expansion of that facility. School capacity expansion is funded by school impact fees and money from the State.

B. Inventory Of Local, State, And Federal Housing and Financing Programs

1) Current Programs

The City of Healdsburg currently operates one housing program - the Minor Home Repair Program. This program is targeted to low- and moderate-income homeowners. The program is targeted to homes within the CRA target area. Much of the work has focused on downtown homes, with the goal of reducing blight. As a consequence, some streets in downtown, including Tucker, Hayden, and Mason, are substantially improved.

There are several components to this program as follows:

- Self-help repair provides owners under the age of 60 with dumpsters for yard clean-up and paint vouchers. In addition, the program checks smoke detectors.
- Sidewalk repairs and tree trimming constitute a second component of the program. This assistance is contracted out, after an owner asks the City for assistance, or the City may recommend these repairs. Both sidewalk repairs and tree trimming are undertaken to reduce hazards.
- For owners age 60 and over and for disabled owners, the City undertakes the exterior repairs directly by working with an organization that helps at-risk youth. During the summer, supervised young people paint homes, clean up yards, and remove hazardous weeds for these older or disabled homeowners. Sometimes, they also repair broken windows and fences and help build handicap ramps.

In addition, Healdsburg adopted an Inclusionary Zoning program in 1996. Thus far, only \$3,000 in in-lieu fees have been collected under this program. The City of Healdsburg does not directly operate any other housing programs at present. However, Healdsburg provides financial support to assisted housing, and recently has started land banking for the purpose of providing sites for affordable housing development. Furthermore, Healdsburg will adopt an affordable housing strategy in early 2002. The programs to be included in this strategy are listed in the Housing Element Policy Document.

Table II.13
Housing Programs in the City of Healdsburg

Housing Programs	Funding Source	Target Group	Benefits	# of Households Assisted
Minor Home Repair	City Redevelopment Funds	Low- to moderate-income homeowners	Dumpsters, paint vouchers, tree trimming, sidewalk repair, and other activities. On average, each household has received approximately \$2,000 in benefits.	In the last 13 years, over 500 homes have been improved, averaging approximately 38 annually.
Inclusionary Zoning	Not Applicable	Very low- and low-income households	Below market rents, below market sales prices, or in-lieu fees for affordable housing development.	Thus far, \$3,000 in fees have been collected. No inclusionary units have been provided (two are under construction).
Mortgage Credit Certificate Program (MCC)	CDLAC and Healdsburg	115% of AMI	Tax Credit Max - 15% of annual interest.	21
Section 8 Vouchers & Certificates	Department of Housing and Urban Development	80% and below	Rental Assistance	84

Sources: City of Healdsburg and Vernazza Wolfe Associates, Inc.

There are other programs that Healdsburg residents can benefit from that are administered by the Sonoma County Community Development Commission, and the Sonoma County Housing Authority. (See Table II.13.) For example, the Mortgage Credit Certificate Program (authorized via Section 25 of the IRS code) is targeted to households whose incomes do not exceed 115% of area median income. This program permits public jurisdictions to issue tax credit certificates for a portion of the mortgage interest paid by first-time homebuyers. Sonoma County administers the program, and the City of Healdsburg pays a nominal administrative fee. However, the buyer and the lender cover most of the direct expenses. So far, 21 Healdsburg buyers have used this program. However, all these buyers received their MCC's between 1993 and 1997, and no new MCC's were issued for Healdsburg buyers in 1998-2000.

In addition, rental assistance is available from the Sonoma County Housing Authority. The Authority administers the Section 8 Certificate/Voucher Program. Currently, 84 Healdsburg residents receive rental assistance from this program, which is funded by the federal Department of Housing and Urban Development.

2) Assisted Housing Projects in Healdsburg

In addition to these ongoing housing programs, 297 affordable units, comprised of 38 homeownership units and 259 rental units, have been developed. The City also plans to assist 20 affordable, for-sale units to be located in two developments.

Table II.14 presents detailed information on these housing units, including waiting list information for rental units. With the exception of Oak Grove Apartments, a potential tenant could wait as long as two years to move into one of these subsidized rental developments.

Table II.14

List of Subsidized Housing Units – City of Healdsburg

Name of Development	Year Blt.	Tenure	Sponsor	Address	Number of Units	Target Group(s)	Expiration Date	Waiting List (Fall 2000)	Type of Subsidy
Canyon Run	2001	Rental	Burbank Housing	Parkland Farms Rd.&Canyon Run Rd.	51	20 Very Low- and 31 Low-Income Families	2056	450 applications were received for 51 units.	CHFA, Tax Credits, HOME, AHP, CDBG
Quarry Ridge Sweat Equity	2001	For-Sale	Burbank Housing	Parkland Farms	20	Low-Income Families	2031	NA (recently completed)	Burbank Housing, USDA, HCD
Oak Grove Apartments	1999	Rental	Alpha Group III	1570 Grove St.	81	41 Very Low- and 40 Low-Income Families	2055	None	Tax Credits and CHFA
Parkland	1998	Rental	Burbank Housing	1661 Rosewood	23	17 Very Low- and 6 Low-Income Seniors	2054	75 on list, 1-2 years wait.	HOME, Redev., CDBG, AHP, Tax Credits & SAMCO.
Harvest Grove Farmworker Apts.	1996	Rental	Burbank Housing	205-292 W. Grant St.	44	23 Low-Income and 21 Moderate-Income Farmworkers	2026	51 on list, 1/2 to 2 years wait.	CDBG
Riverfield Homes	1995	For-Sale	Riverfield Homes, LP	25 Adeline Way	18	4 Very Low- and 14 Low-Income Families	2025	NA	CDBG, HOME
Fitch Mt. Terrace II	1990	Rental	Burbank Housing	725A Heron Dr.	20	2 Very Low- and 18 Low-Income Seniors	2089	49 on list, 1-2 years wait.	CDBG, Redev., CEF, CIF & AHP.
Fitch Mt. Terrace I	1986	Rental	Burbank Housing	710 S. Fitch Mountain Rd.	40	20 Very Low- and 20 Low-Income Seniors	2005	39 on list, 1-2 years wait.	CDBG, FmHA/515

Very Low-Income=50% Median Income or Below

Low-Income= 51% to 80% Median Income

Moderate-Income=81% to 120% Median Income

Sources: City of Healdsburg and Vernazza Wolfe Associates, Inc.

3) Funding Programs

There are several local, state, and federal funding programs that can be used to assist first-time homebuyers, build affordable housing, and help special needs groups, such as seniors, the disabled, farmworkers, and the homeless. Because of the high cost of new construction, more than one source of funds is usually required to construct an affordable housing development. Funds provided may be low-interest loans that need to be repaid, or in some instances, grants are provided that do not require repayment.

The Mortgage Credit Certificate Program has not had much success in Healdsburg (usually one per year) due to limited number of certificates (among all cities in Sonoma County) and difficulty of qualifying. However, to help low- and moderate-income households to buy existing housing stock, a Pilot Homebuyer's Assistance Program has been approved by the City Council. This will allow the CRA to issue deferred interest loans to help with down payments to enable them to qualify for traditional first mortgages. However, it is unknown how many households will benefit from this due to limited funds and high market prices for homes.

These funding programs are summarized in Table II.15 below. In most cases, other entities, such as for-profit and non-profit developers, apply for funds or other program benefits. For example, developers apply directly to HUD for Section 202 and Section 811 loans. The City of Healdsburg does not act as a developer in the production of affordable units, but relies upon the private sector to develop new units with the assistance of these various funding sources. The City can help sponsor grant and loan applications, provide matching funds, or furnish land at below market cost. However, there are also programs, such as HELP, to which Healdsburg can apply to directly. Finally, there are a few programs, such as the MCC Program or the Lease Purchase Program, to which individual households apply to directly.

In addition, the Healdsburg Redevelopment Agency receives tax increment funds for housing. Approximately \$958,000 in housing set-aside funds are available each year and will be committed to assisting housing on an annual basis. Of this amount, approximately \$363,000 will be used to pay off a long-term bond issuance of \$5 million for affordable housing that was obtained in April 2002. The remaining funds will be used for administration of projects and to continue funding the minor home repair program and other housing programs and projects. It is proposed in this housing element that the housing set-aside monies each year be budgeted as follows through the year 2005-06:

- a) Debt service for \$5million land acquisition bond: \$363,000
- b) Staff administration of affordable housing: \$140,000
- c) Neighborhood home improvement program: \$100,000
- d) Low/Moderate Income Housing Assistance Subsidy Program: \$300,000
- e) Misc. low/moderate income housing programs or projects: \$55,000

The City's financial support of private sector applications for funding to outside agencies is very important. Funding provided by Healdsburg can be used as matching funds required of some programs. Local funding is also used for leverage. City support of private sector applications

enhances the competitive advantage of each application for funds. At present, the Redevelopment Agency is the primary source of local funds in Healdsburg.

Table II.15
Affordable Housing Funding Programs

FIRST-TIME HOMEBUYERS	
Program	Description
Mortgage Credit Certificate Program (MCC)	Homebuyers can apply a portion of mortgage interest paid (up to 20%) as a credit against their income tax obligations.
Housing Enabled by Local Partnerships (HELP) Program	California Housing Finance Agency (CHFA) sponsored program that provides low cost loans to cities for an array of housing activities, including down payment assistance.
School Facility Fee Down Payment Assistance Program	CHFA program that provides full or partial rebate of the school facility fee paid by the builder. The buyer can use this rebate to cover part of the down payment.
Low and No Down Payment Program	California Housing Loan Insurance Fund (CAHLIF) sponsored program that provides several loan options, including 100% loans, requiring no down payment.
Lease-Purchase Program (Operated by an existing agency or the creation of a new one with other cities in Sonoma County)	Assists potential homebuyers who lack down payment savings or an acceptable credit history become homeowners. Lease-purchasers lease homes for a three-year period, during which time they gradually save for the down payment and closing costs.
Community Assisted Shared Appreciation (CASA) Program	This program provides silent seconds (owed to participating lenders) and silent thirds (owed to the City). Funds are matched one for one by participating lenders.
FUNDING SOURCES FOR NEW CONSTRUCTION	
HOME and Community Development Block Grant Programs	Federally funded and regulated programs designed to help households up to 80% of area median income.
Low-Income Housing Tax Credits	Federal and state income tax credits provide a source of equity for low-income rental projects.
Rural Community Assistance Corporation	Short term loans for pre-development, offsite improvements, and unit construction.
HELP Program	California Housing Finance Agency (CHFA) sponsored program that provides low cost loans to cities for an array of housing activities, as long as they support affordable housing.
State of California's Multifamily Housing Program (MHP)	A new state program that provides deferred payment loans for up to 55 years, with only a nominal fee charged annually. Eligible activities include new construction and rehabilitation of permanent and transitional rental housing for lower-income households.
Redevelopment Agency Funds	The City of Healdsburg has allocated funds to assist in affordable housing development and other housing-related activities.
Mortgage Revenue Bonds	Permanent financing at slightly below market interest rates.
SPECIAL NEEDS GROUPS	
Program	Description
New Construction – Section 202 and Section 811	The HUD 202 Program provides funding to senior housing developments. The HUD Section 811 Program provides funding for disabled persons
Supportive Housing Initiative Grant (SHIA)	The state funded SHIA Program is a competitive grant program that provides grants for supportive services and housing to persons with mental illness who are homeless or are at risk of homelessness.
CDBG	Seniors with mobility problems can remain in their own homes longer, if it is possible to improve accessibility. CDBG funds can be used for this purpose.
USDA Farm Labor Housing Program	Low interest loans and grants for rental or ownership housing for farmworkers.
California Farmworker Housing Grant Program	Grants for rental housing, ownership housing, or rehabilitation of housing for farmworkers.
HOMELESS INDIVIDUALS AND FAMILIES	
Emergency Shelter	Sonoma County's Community Development Commission coordinates programs and disperses funds for emergency shelters. Funds are available from the federal government (FESG and CDBG) and from the state (EHAP). The County's Continuum of Care Plan provides detailed information on funding resources.
Transitional Shelter	Financing sources include federal programs, such as HOPWA, HOME, CDBG, Section 8, and the State of California's EHAP Program.

Source: Vernazza Wolfe Associates, Inc.

4) Funds for Preserving Units At-Risk of Conversion

At this time, there are no units at-risk of conversion to market rate.

Potential Non-Governmental Constraints

One potential non-governmental constraint on the development of affordable housing is the availability of affordable financing. Table 10.1 lists the various financing sources that are currently available and the amount of funds available for each.

Table 10.1

Summary of Available Financing Sources for Affordable Housing (1999-2000)

Source	1999	2000	Total
Federal	\$1,000,000	\$1,000,000	\$2,000,000
State	\$500,000	\$500,000	\$1,000,000
Local	\$250,000	\$250,000	\$500,000
Private	\$1,000,000	\$1,000,000	\$2,000,000
Non-Profit	\$500,000	\$500,000	\$1,000,000
Other	\$250,000	\$250,000	\$500,000
Total	\$3,000,000	\$3,000,000	\$6,000,000

Source: City of Healdsburg, Housing Element, 2000-2005.

The table shows that there is a total of \$6,000,000 in financing available for affordable housing in 1999-2000. This is a significant amount of money, especially when compared to the cost of developing affordable housing. The table also shows that the majority of the financing is coming from the federal and state governments, which is a good sign for the future of affordable housing in Healdsburg.

11. Land Use

The City of Healdsburg has a long history of land use planning. The City has a comprehensive land use plan that guides the development of the City. The plan is based on the City's vision for the future and the needs of the community. The plan is a living document that is updated regularly to reflect changes in the City and the community.

III. HOUSING CONSTRAINTS

Government Code Section 65583 (a) (4) requires that a Housing Element include “an analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels.” This section identifies both non-governmental constraints that fundamentally affect the ability of the City to promote affordable housing, as well as potential governmental constraints. This section also identifies past or current efforts to remove or ease such constraints, as well existing and potential housing development incentive programs that could mitigate the effects of some constraints.

A. Potential Non-Governmental Constraints

Cost factors, such as financing, land, and construction costs, are the principal non-governmental constraints to the development of affordable housing. In the last ten years, the prices of new homes have risen in Healdsburg and throughout Sonoma County. (See Table III.1 below.)

Table III.1

Price of New Homes Sold in Sonoma County (1989-1999)

	1989	1994	1999
<i>Median</i>			
Price	\$187,500	\$213,000	\$231,300
Living Area	1,810	1,810	1,735
Price Per Sq.Ft.	\$103.59	\$117.68	\$133.31
Percent Price Change 1989-1999			23.4%
<i>Average</i>			
Price	\$207,000	\$228,000	\$260,900
Living Area	1,860	1,850	1,825
Price Per Sq.Ft.	\$111.29	\$123.24	\$142.96
Percent Price Change 1989-1999			20.7%

Prices are not adjusted for inflation.

Sources: Construction Industry Research Board and Vernazza Wolfe Associates, Inc.

Of the factors contributing to an increase in construction costs, the land cost component is the most critical, followed by construction costs. Although interest rates are relatively low, the financing cost component has increased as well, since costlier new housing construction requires additional financing.

1) Land Costs

Land costs are a major factor in the cost to build housing in Healdsburg. According to local builders, typical land costs for residential lots approximately 6,000 square feet in size, when they

were available, are estimated at approximately \$100,000 to \$200,00 per lot. For this price, a developer would obtain unimproved residential land with full entitlements.

The main way that a jurisdiction can decrease the land cost component is by increasing the number of units that can be built on a given piece of land.

2) Availability of Financing

In the early 1990's there was much discussion in the regional and national press of a "credit-crunch" that made it difficult for developers to obtain financing for new real estate projects. In fact, financial institutions did reduce lending activity in response to more stringent regulations. However, these reforms addressed lending abuses associated primarily with very risky projects that were conceived with little relation to project economics and underlying market conditions. Bankers and regulators assert that financing is currently available for well-planned projects that are financially sound and target a demonstrated market demand. One current aspect of financing that does differ from the early 1990's is that lending institutions generally require greater contributions of equity from developers to ensure that developers share in the risk of the project by committing their own money. In this respect, financing is less likely to be available to developers who are not financially sound, and lack the appropriate contribution of their own capital.

For credit-worthy projects, residential construction loan rates are presently at relatively low levels due to the low inflation levels that have prevailed in the recent past. Low interest rates also reflect deliberate monetary policy selected by the Federal Reserve Board to spur economic growth. These relatively low interest rates are expected to continue for the remainder of the Housing Element planning period. This is a benefit to homebuilders, who can take advantage of the interest savings on construction financing to reduce their overall cost to develop new housing. The relative benefit of lower construction financing interest rates depends on the length of time the financing is required, and the amount financed. Finally, lower interest rates also benefit buyers who can afford to buy relatively costlier homes for the same monthly payment.

3) Single-Family Housing Costs

a) Required Site Improvement Costs

Upon securing the raw land, a residential developer would have to make certain site improvements to "finish" the lot before a home could actually be built on the property. Such improvements would include connections to existing utility systems, rough grading, construction of streets, installation of water, and sewer lines, and construction of curbs, gutters, and sidewalks. According to local developers, typical site improvement costs for single-family lots are estimated at \$50,000 to \$55,000.

b) Construction Costs

Many factors can affect the cost to build a house, including type of construction, materials, site conditions, finishing details, amenities, and structure configuration. The City's building permit fee schedule was used to calculate the estimated cost to build a new home in Healdsburg. Construction costs in this schedule are based on the International Conference of Building Officials' (ICBO) *April 2000 Building Standards Data*. The construction cost estimate assumes the following: a 1,200 square foot (living area) single-family, single-story detached entry level home with three bedrooms, two full baths, and an attached two-car garage (400 square feet), and with no fireplace and no air conditioning. Construction costs are estimated at \$86.30 per square foot for the main dwelling and \$22.70 per square foot for the garage. Total construction costs are estimated at \$117,680 for the housing unit.

c) Total Housing Development Costs

As shown in Table III.2, the total of all housing development costs discussed above for a typical 1,200 sq. ft. single-family home and 400 sq. ft. garage is \$338,869, including land, site improvements, construction costs, fees and permits (as shown in Table III.9). This figure does not include financing costs, developer profit or marketing costs. It should also be noted that the average house being built in the Bay Area is now about 1,900 square feet in area, substantially larger than this example. According to the figures shown in Table I.13 (p. 16), none of Healdsburg's very low-, low- or moderate-income households could afford to purchase a new home of this size and quality.

Table III.2

City Of Healdsburg Estimated Single-Family Housing Development Costs, 2001

Land Price	\$150,000
Site Improvement Costs	\$50,000
Total Construction Cost	\$117,680
Total Permits/Fees	\$21,189
Total Housing Development Cost	\$338,869.

Sources: City of Healdsburg Planning and Building Department, Earthcraft Planning Services.

4) Multifamily Housing Development Costs

A recent report prepared for the City of Healdsburg for the City's Redevelopment Agency Affordable Housing Strategy (Vernazza Wolfe Associates, July 2001) addressed the financial feasibility of new affordable housing, including for new multifamily housing projects. Land and development costs were developed for a typical multifamily rental project consisting of 32 smaller units developed on a two-acre parcel. The assumptions for these two housing unit prototypes consist of a two-bedroom, two-bath apartment unit of 850 square feet and a one-bedroom, one-bath apartment unit of 600 square feet. It is assumed that a two-person household would rent the one-bedroom unit, and a three-person household would rent the two-bedroom unit. Table III.3 summarizes the development costs for this multifamily rental project:

Table III.3**City Of Healdsburg Estimated Multifamily Housing Development Costs, 2001**

Number of Units	16 1-bedroom, 1-bath apartments	16 2-bedroom, 2-bath apartments
Unit Square Feet	600	850
Household Size	2	3
Development Cost @ 89.50 (1)	\$53,700	\$76,075
Land Cost (2)	\$68,063	\$68,063
Total Unit Cost	\$121,763	\$144,138
Total Development Costs	\$1,948,200	\$2,306,200
Total Costs	\$4,254,400	

Assumptions:

(1) Based on recent cost estimates provided by Burbank Housing Development Corporation and Sack Properties.

(2) Based on per square foot land price estimates provided for 10,000 sq. ft. residential lots. This cost (\$25/sq. ft.) is then multiplied by the total number of square feet in two acres (87,120 sq. ft.)

Source: Vernazza Wolfe Associates, Inc. Table 5, Background Report No. 3, City of Healdsburg Affordable Housing Strategy, Financial Feasibility of New Affordable Housing

Since the market cannot be expected to provide multifamily rental housing for lower income households without some kind of subsidy to help bridge the financing gap, the report noted the financing gap for new apartments geared to households at the 50, 60, and 80 percent area median income. For a project constructed at a density of 20 dwelling units per acre, the maximum density allowable under the City's AH-1 overlay zone in combination with the State density bonus, the total financing gap ranges from \$2,411,253 for a target income group of 50 percent median income households, to \$344,286 for a target group of 80 percent median income households. The average subsidy required per unit is \$75,352 to \$10,759, respectively, for these same income group households.

5) Environmental Factors

Topographic and other environmental factors create a natural constraint by limiting land availability and/or by adding costs to development on parcels affected by slopes, soil conditions, fire-prone vegetation conditions, elevation-imposed constraints on adequate fire flow and domestic water supply, creek, riparian, wetland, and other critical wildlife/vegetation habitats, etc. These constraints have already been comprehensively addressed for all growth areas of the City in advance of the preparation of specific plans for all of these areas (i.e., Areas A, B, C, and Grove St. Neighborhood). In much of the City's Northern Planning Area (i.e., Areas A, B, and C), these constraints severely limit densities, with certain areas only appropriate for open space or very low residential densities, as reflected in the current General Plan and specific plans for these areas. These constraints are reflected in the housing development potential estimated for these areas as presented in this background report.

6) Neighborhood Resistance

Neighborhood resistance to new housing development nearby, particularly if it is "affordable", involves higher densities, or provides for certain special housing needs (i.e., emergency or

homeless shelters), is a significant factor throughout California. A “not-in-my backyard” mentality combined with general “anti-growth” sentiments (often linked to the perception that growth lowers quality of life) is a major impediment to the creation of affordable housing and housing in general throughout the State. In addition to perceptions and fears about affordable housing and certain special needs housing, local resident resistance to approvals for new housing projects, particularly infill, is often based on concerns including increased traffic, loss of existing neighborhood character or remnant open space areas, and other impacts perceived to degrade environmental quality.

The City has attempted to address these concerns by facilitating meetings between neighborhood groups and housing proponents in an effort to work out compromises or approval conditions as needed. While usually successful, this, however, has had the effect of slowing down the development approval process.

B. Potential Governmental Constraints

1) Land Use Controls – General Plan Land Use Designations and Zoning

a) Density

The City of Healdsburg General Plan establishes land use designations for all land within the City’s jurisdiction. These land use designations specify the type of development that the City will permit. The General Plan land use designations include seven designations that permit a range of residential development types (see Table III.4, from *Very Low Density Residential* development (density of one dwelling unit per acre) to *High Density Residential* (up to 12 dwelling units per acre). Not included in this table are the commercial zones, although these generally allow high density residential development subordinate to commercial uses.

Table III.4**Existing and Proposed General Plan Land Use Designations and Allowable Residential Densities**

Land Use Designation	Allowable Uses	Corresponding Zoning District(s)	Min. Net Area/DU	Max. Units/ Gross Acre		Max. Units/ Gross Acre with State <u>or</u> City Density Bonus	
				Existing	Proposed	Existing	Proposed
Very Low Density Residential	Detached SFD, clustering with PD, DC, or RMP overlay	R-1 40,000	40,000 sf	1 du/ac (1.3 du/ac with DC overlay)	1 du/ac (1.3 du/ac with DC overlay)	1.25 du/ac	1.25 du/ac
Low Density Residential	Detached SFD, clustering with PD or RMP overlay	R-1 20,000 R-1 12,500	20,000 sf 12,500 sf	3 du/ac	3 du/ac	3.75 du/ac	3.75 du/ac
Medium Density Residential	Detached SFD, clustering with PD or RMP overlay	R-1 6000	6000 sf	6 du/ac	6 du/ac	7.5 du/ac	7.5 du/ac
Medium High Density Residential	Attached or detached SFD	R-1 3500	3500 sf	8 du/ac	10 du/ac	10 du/ac	12.5 du/ac
Downtown Residential	Detached or attached units (SFD or MFD)	DRD	4500 sf	8 du/ac	8 du/ac	10 du/ac	10 du/ac
High Density Residential	Attached units (MFD)	RM	3000 sf	12 du/ac	16 du/ac	16 du/ac	20 du/ac
Professional Offices/High Density Residential	Attached units (MFD)	ORM	3000 sf	12 du/ac	16 du/ac	16 du/ac	20 du/ac

Sources: City of Healdsburg General Plan Policy Document and Zoning Ordinance, Earthcraft Planning Services

At present, the City of Healdsburg's zoning code defines the maximum density for residential developments as 20 units per acre, including the State bonus density (for projects with at least 5 units, and with at least 20 percent affordable to low income households, 10 percent affordable to very low-income households, or at least 50 percent reserved for seniors).

Although this density figure is not high by typical urban standards, it is considered fairly dense in Sonoma County. Higher densities than presently allowable have been suggested to promote affordable housing. However, in planning past or recently constructed affordable housing projects, these density limitations have not posed any constraint to such housing development, since none of the for- and non-profit organizations that have built affordable housing projects in the last 16 years have chosen to build at the maximum density then allowed by the City (see Table III.5). However, the City will continue to assess its maximum density category to see if it becomes a constraint to building low- and moderate-income housing in the future.

Actual development densities of all market rate and subsidized multifamily housing projects constructed in Healdsburg since 1986 are shown in Table III.5:

Table III.5 Density of Multifamily Housing Projects Constructed in Healdsburg 1986-2002

Year	Project/Address	Market rate or subsidized (targeted) units?	Number of Units	Site Acreage (net)	Density (du/ac)	Rental rate/Sales Price
1986	Fitch Mountain Terrace I, 710 S. Fitch Mountain Rd.	BHDC – subsidized*	40	3.97	10	Rents restricted to v.l.&low
1987	Foss Creek Village, Fox Creek Circle	Market rate	40	3.01	13.2	Unrestricted
1990	Fitch Mountain Terrace II, 725A Heron Dr	BHDC – Subsidized*	20	1.55	12.9	Rents restricted to v.l.&low
1992	Piper Place, 330-400 Piper St.	Market rate	14	1.15	12.2	Unrestricted
1995	Riverfield Homes, 24 Adeline Way	Subsidized*	19	1.02	18	\$75,000
1996	Harvest Grove. W. Grant St.	BHDC – Subsidized*	44	3.03	14.5	Rents restricted to v.l.&low
1999	Parkland Senior Apartments, 1656 Rosewood Dr.	BHDC – Subsidized*	23	1.33	17.3	Rents restricted to v.l.&low
1999	Quarry Ridge, Parkland Farms Blvd.	BHCD – Subsidized*	20	1.93	10.3	\$180,000
2000	Oak Grove family apartments, 1570 Grove St.	Alpha Group II – Subsidized*	81	5.86	13.8	Rents restricted to v.l.&low
2001	Canyon Run family apartments, Parkland Farms Blvd.	BHDC – subsidized*	52	4.25	12	Rents restricted to v.l.&low

* rental rates for very low max. \$773/ month and \$927/mo. for low income (family of 4)

The following findings can be made based on Table III.5:

- Average density for all multifamily housing projects constructed between 1986 and 2002 is 12.9 du/acre.
- For the subsidized projects only (affordable to lower-income households), the average density is 12.9 du/ac.
- For the market rate projects only (affordable to moderate-income households), the average density is 12.9 du/ac.

Based on a review of development trends for multifamily housing, both market rate and subsidized, constructed in Healdsburg since 1986, when the City General Plan was last comprehensively updated, the proposed 16 units per acre and 20 unit per acres densities (the latter for lower income housing) for the RM and ORM zones is expected to be able to realistically accommodate, facilitate and encourage the construction of housing for lower- and moderate-income households. On the other hand, setting density higher than 20 units per acre as a matter of right has not been demonstrated to be necessary and could result in increased neighborhood or community opposition to new housing projects based on traffic, infrastructure limitations, or environmental concerns.

As shown in Table III.5, of 352 total multifamily units built during this period, only 54 units, or approximately 15 % of the units were market rate. The remainder, 298, or 85 %, were subsidized and targeted to lower-income households. Of a total of eleven projects, only two provided market rate units.

This indicates that, while funding assistance in terms of both provision of land and subsidies have facilitated affordable housing projects constructed by for- and non-profit organizations for lower-income housing, there has been no similar economic incentives to build market rate housing on higher density residentially zoned land. Despite adequate acreage for higher density residential development, both the absence of funding assistance or subsidies as well as market conditions favoring single-family housing development over multifamily housing development, has resulted in the lack of any market rate multifamily housing development being built in recent years in any zones which allow higher densities, as shown in Table III.5.

In addition to providing adequate acreage for higher density residential development, the City attempted to encourage single-family housing for moderate-income households by creating a new residential land use designation (Medium High Density Residential) and by creating a new zoning district with reduced lot size and setback requirements (R-1 3,500) in 1993. However, a very strong market demand, in conjunction with a limited supply of housing in the region as a whole during the economic boom of the late 1990's, resulted in the construction of relatively large homes affordable only to above moderate income households on these relatively small lots in the only area zoned such to date.

The City is proposing to encourage the production of moderate-income housing by several approaches that involve zoning and higher density. To encourage and facilitate housing for moderate-income households and to mitigate rising land and construction costs, the City is considering increasing the maximum allowable densities in the RM, ORM multifamily zones and any commercial zones that allow multifamily housing, as a matter of right from 14 (net) to 16 units/acre (net) for market rate housing. For affordable housing for lower-income households, the City is proposing to continue allowing up to 20 units per acre with the State density bonus program, if consistent with affordability criteria. For affordable housing for moderate-income households, the City is proposing to amend the City's density bonus program to allow up to 15 percent of the total units to be affordable to moderate-income households as a density bonus, once the State density bonus requirements are first met in the same project. No use permit or other approvals would be required, other than design review. Additionally, the City is considering increasing the maximum allowable density from 8 units per acre to 10 units per acre for future small lot subdivisions in the Medium High Density Residential General Plan land use designation. Finally, the City is considering counting Single Room Occupancy (SRO) or similar efficiency apartment units as one-half a housing unit for the purpose of calculating density.

To encourage more affordable single family homes, the City proposes to redefine the AH-2 overlay district to provide a density bonus which will allow small lot subdivisions as a matter of right (design review only would be required), in conjunction with limitations on the size of houses and price restrictions to lower and moderate income households.

The City recognizes that under current market conditions, it will take more than just zoning and higher density to encourage and facilitate the production of lower and moderate-income housing during this housing element planning period. Additional incentives to encourage lower and moderate income housing development include an exemption from the City's growth management program, and continued funding by the City's Redevelopment Agency to acquire land for, and financially assist developers of single- and multifamily housing to include units targeted to moderate-income households. To this end, the City's Redevelopment Agency will use its housing set-aside low to moderate tax increment monies through fiscal year 2005-06, as follows:

- a) Use the \$5 million dollars acquire in a tax increment allocation bond to acquire land for very low-, low-, and moderate-income housing projects in areas and amounts shown in Table II-1 of the Policy Plan.
- b) Budget approximately \$300,000 per year from the housing set-aside funds to help subsidize very low-, low-, and moderate-income housing projects in areas and amounts shown in Table II-1 of the Policy Plan.

b) Density Bonuses

The City of Healdsburg currently has a bonus density policy as outlined in the City of Healdsburg Zoning Ordinance, Part 4, Article 18 – General Provisions, Section 18125 (Density bonuses and incentives). The density bonus provisions of state law encourage the development of affordable housing by requiring a density bonus for new residential development that provide certain minimum percentages of units affordable to very low- or low-income households. The City density bonuses currently provided in the City's Zoning Ordinance are listed and summarized in Table III.6:

Table III.6**Summary of Density Bonuses Allowed Under the Zoning Ordinance**

Program	Applicability	Density bonus
State Program	Housing projects with 5 or more units, of which at least 20% are for low income, or 10% for very low, or 50% for senior citizens	25%
City Program – Lower Income (Lower income = less than 65% of Sonoma Co. median income)	Housing projects with a percentage of units for lower income based on graduated scale	25% to 100%, depending upon percentage of affordable units (e.g., 20%, 34%, 50%, 67%, 85%, 100%)
City Program – Moderate-Income (Moderate income = 120% or less of Sonoma Co. median income)	Housing projects with at least 25% of units for moderate income	25%
City Program – Public Facilities	10 or more units in a residential district	25%
City Program – Superior Design	Any project	25%
City Program – Superior Design for an Affordable Project	North Area, Grove St.	Up to 120% (up to 27 units/acre)
Rental Projects	Exclusively rental housing projects	10%
Large Rental Projects	rental housing projects with units with 3 or more bedrooms (to accommodate larger families)	10%
Disabled-Accessible Units	Projects with disabled-accessible Units in excess of requirements	10%
Density Bonus Stacking	Any combination of above density bonuses	Up to 100%
Affordable Housing Overlay -1 (AH-1)	Any zone, all units for low and very low income	Up to 16 units per acre. With State density bonus: 20 units per acre
Affordable Housing Overlay -2 (AH-2)	All zones, except Industrial, MP, or Ag. Use permit required for bonus units.	1 extra unit in any R-1 or DRD zoned lot, 2 extra units if lot is over 10,000 sf

Sources: City of Healdsburg General Plan Policy Document and Zoning Ordinance, Earthcraft Planning Services

To date, none of the above density bonus programs have been used in Healdsburg with the exception of the AH-1 and AH-2 overlay zones, which are discussed in greater detail below (see p. 64). The AH-1 and AH-2 overlay zones are a type of density bonus intended to facilitate and encourage affordable housing development. The AH-1 zone has been used in only three locations to date in Healdsburg: 1) Oak Grove, 2) Canyon Run, and 3) Quarry Ridge. Due to environmental constraints and other factors, all three of these projects were constructed at densities substantially less than was allowable under the AH-1 zone. Table III.7 shows the actual densities of these three AH-1 zoned projects, as well as two other recent subsidized affordable housing projects, as built:

Table III.7**Density of Subsidized Affordable Housing Projects (Constructed 1995-2001)**

Housing Project	Zoning	Housing Type	Acreage	Number of Units	Dwelling units per acre (du/ac)
Oak Grove	ML/AH-1	Apartments	5.86	81	13.8 du/ac
Canyon Run	RM\AH-1	Apartments	6.47	51	7.9 du/ac
Quarry Ridge	PD/AH-1	Sweat equity ownership townhomes/lots	2.19 (including 1.65 for lots and 0.54 for street)	20	9 du/ac
Parkland Farms	RM/AH-2	Apartments	1.34	23	17 du/ac
Harvest Grove	RM	Apartments	3.03	44	14.5 du/ac

Sources: City of Healdsburg Planning and Building Department, Earthcraft Planning Services

While the State density bonus program would remain unchanged, the City is considering simplifying its density bonus program (see Table II.6) by eliminating and/or consolidating certain bonuses (i.e., density bonus for public facilities, superior design, etc.) since most of the density bonuses have never been used and have unclear qualifying criteria and do not address affordable income needs.

c) Inclusionary Zoning

The City adopted an inclusionary housing ordinance in 1999 in order to promote affordable housing development. Typically, inclusionary zoning ordinances used by cities across California apply to market rate developers of projects exceeding a specified unit threshold (e.g., 5, 10, 15, or 20 units). These projects are then required to provide some percentage of these units at affordable prices or rents. For projects under the threshold, fees are paid in-lieu of fractional units required. In return, some cities offer enhanced bonus densities or other types of assistance to developers.

Healdsburg's inclusionary housing ordinance makes it mandatory for new residential projects proposed in the City (including areas to be annexed), intended for sale, lease or rent to "above-moderate" income households, to make provision for setting aside housing for households of very low-, low- and moderate- incomes (i.e., "inclusionary" units). Classifications of household income ranges are based on yearly household income information compiled by the State of California Department of Housing and Community Development and distributed to local communities.

Housing projects subject to the City's *Inclusionary Housing Ordinance* include tentative parcel and subdivision maps, Planned Developments and Residential Master Plans, and applications for building permits for new dwelling units, other than secondary dwelling units and guest quarters adjacent to existing residences. For these projects, the project proponent must indicate on the application the total number of proposed dwelling units and the income levels at which the dwellings are proposed to be sold, leased or rented.

For projects with ten (10) or more units, at least ten (10) percent of the housing units which are intended for sale, lease or rent to above moderate-income households must be reserved for sale, rent, or lease to households of low and very-low incomes. Within the redevelopment boundary

an additional 5% for moderate-income housing must be provided. A method for meeting inclusionary housing requirements could include construction of inclusionary units on any additional minimum sized (i.e., 6,000 square feet) lots allowed in accordance with a combination of density bonuses granted as the result of the Affordable Housing (AH-2) overlay zone. For projects with less than ten (10) units, the project proponent may elect to pay a fee of \$1,500 per unit to the City for the purpose of constructing affordable housing within the community. Other methods for meeting the inclusionary housing requirements would include construction of inclusionary units on another site within the City, dedication of land for affordable housing purposes, and other equivalent methods that meet the intent of the General Plan Housing Element and are approved by the City.

To date, no inclusionary housing units have been built in Healdsburg. This is in part because inclusionary housing were not required until the Zoning Ordinance was revised in 1998. Prior to this revision, three projects with affordable housing units were built in Area A by a non-profit housing developer. The land for these projects was provided to the City by the market rate housing developer under the terms of a development agreement, in order to comply with the goals and policies of the City's Housing Element. Since the date of adoption of the revised Zoning Ordinance which now requires inclusionary housing, only two residential developments involving more than 10 units were considered and approved since that date. These two residential developments (Greco and Fanny Hill subdivisions in Area A) will provide one inclusionary house each. To date, construction has begun on one of these two projects.

With "in lieu" fees only set to provide \$1,500 per unit, the City has been able to collect only \$3,000 to date, also limiting the ability of the City to provide new affordable housing units. Higher fees could be required to provide more potential funding for affordable housing development. At any rate, the City's existing inclusionary housing "in lieu" fee is not considered a constraint to the construction of market rate housing, since the fee is insignificant compared to development costs and prices of recently constructed housing.

There are very few vacant or underutilized properties remaining within either the City limit or sphere of influence that could be subdivided or developed to provide ten or more units, and therefore subject to inclusionary housing requirements. Therefore, the City's inclusionary housing requirements are not expected to produce any significant numbers of affordable housing units nor generate much money that could be used for funding affordable projects.

d) Affordable Housing Overlay Zones (AH-1 and AH-2)

AH-1

The City of Healdsburg has attempted to facilitate and reduce development costs for affordable housing projects by creating two affordable housing overlay zones: AH-1 and AH-2. The AH-1 district provides property owners with the flexibility of developing their properties either under the auspices of the base zone (i.e., ML or ORM) or under the auspices of the AH-1 District. This overlay district permits a higher number of units than otherwise allowed, along with reduced restrictions and standards. With this overlay zone, no other discretionary reviews are required (other than design review of proposed building and landscape features). In exchange, AH-1 units

are restricted to individuals and families with very low- and low-incomes. Any site in the City, regardless of base zone, including industrial, may be rezoned AH-1 to permit and facilitate affordable housing development.

The City has a number of sites where AH-1 is already in place as an overlay zone. All of these sites were designated with this overlay zone during the last Housing Element update in 1995. Since that time, most of these sites have been developed for other purposes. Only in Area A, and at the Oak Grove site on N. Grove St., were these sites developed for housing. None of the AH-1 infill sites identified by the 1992 Housing Element update were developed for affordable housing projects. This indicates that placing an overlay zone such as AH-1 on properties has not necessarily encouraged property owners to develop these properties as high density residential projects. Placing such a designation prior to any project being proposed for a given site could also increase housing development costs by inflating the value on the real estate market prior to its sale to another buyer (i.e., a non-profit housing group or the City).

The AH-1 overlay zone allows residential development at a density up to 20 units with the State Density Bonus. However, all of the affordable housing projects developed in accordance with AH-1 overlay district to date have been in the range of 7.8 to 13.8 units per acre (see Table III.5). This indicates that the density allowance currently under the AH-1 zone does not pose a constraint or barrier to the construction of such projects.

Since the AH-1 program has not been relatively successful in encouraging or facilitating the construction of affordable housing, the City is proposing to eliminate the AH-1 zone, and instead, allow a density bonus to apply to all properties (residential, commercial, or industrial) that allows multifamily residential use up to 20 units per acre as a matter of right. Furthermore, the City would allow up to 15 percent of the total units to be affordable to moderate-income households in order to promote project feasibility. It may also make an affordable housing project more competitive for the Low Income Housing 9% Tax Credit Program funding. Since projects serving the housing needs of moderate-income households (up to 120 percent of County median income) remain exempt from the provisions of the City's growth management program, this should not constrain the development of the other housing units targeted to very low- or low-income households.

AH-2

The AH-2 overlay zone is another type of density bonus intended to facilitate and encourage affordable housing development. The AH-2 District allows one additional housing unit (of any size) to be built on lots 10,000 square feet or under in size, and up to two additional housing units on lots over 10,000 square feet in size. All the additional housing units, however, must meet the affordability criteria of the Housing Element of the General Plan. It differs from the AH-1 zone in that it requires the approval of a conditional use permit and design review by the Planning Commission, rather than rezoning which requires approval of both the Planning Commission and the City Council.

To date, the AH-2 overlay zone has been used in three outlying locations, all in or near Area A. These have included the Healdsburg Senior Apartments at the southwest corner of Parkland

Farms Boulevard and Healdsburg Avenue to increase density allowed by zoning at this location, as well as the Unciano and Greco subdivisions in Area A where it was used to create an extra lot thereby eliminating the land cost for providing inclusionary housing units.

While it allows for an additional one or two houses to be built on residential lots depending on lot size, the AH-2 zone does not allow subdivision. Without the ability to sell off the extra lot or unit, and forcing the owner to maintain it for rental purposes only, it becomes a longer process for a potential developer to recoup capital investment costs and make a profit. Unlike a secondary unit, the rental of the AH-1 unit is restricted based on affordability criteria. Also, unlike a secondary unit, the developer of an AH-1 unit must pay full development fees, whereas a secondary unit only pays one-half these fees (see Table III.10), due to the restriction on the size of the unit. These disincentives, in addition to limitations posed by lot size, might explain why no AH-2 units have been built in any infill locations since this zone was created.

In order to mitigate these possible disincentives, the City is proposing to redefine the existing AH-2 regulations into a small lot subdivision or rental project density bonus as a matter of right in return for smaller house design and restriction to low- and moderate-income households. Design review would still be required. By allowing small subdivisions, this would give the developer the option to sell off the units and thereby more quickly recoup the initial high housing development capital costs.

e) Site Development Standards

Through its Zoning Ordinance, the City of Healdsburg enforces minimum site development standards for new residential uses. These include: maximum number of dwelling units, minimum lot size, lot width, setbacks, and lot coverage; maximum building height; and minimum parking requirements. Table III.8 summarizes the City's development standards for residential zoning districts:

Table III.8

Summary Of Residential Zoning Districts And Development Standards

Zoning District	Housing Type allowable	Minimum lot area, width and depth requirements	Front yard Setback	Side yard setback	Rear yard setback	Lot coverage
R-1 3,500	Single family and secondary dwellings	3,500 sf, 40', none	10' front (20' for garage)	none (except 10' streetside corner lot)	none	50 %
R-1 6,000	Single family and secondary dwellings	6,000 sf, 50', 90'	20'	5' - 1 story, 10' - 2 story, 15' - 3 story	25'	35%
R-1 12,500	Single family and secondary dwellings	12,500 sf, 70', 100'	25'	5' - 1 story, 10' - 2 story, 15' - 3 story	25'	30%
R-1 20,000	Single family and secondary dwellings	20,000 sf, 100', 120'	30'	5' - 1 story, 10' - 2 story, 15' - 3 story	30'	25%
R-1 40,000	Single family and secondary dwellings	40,000 sf, 150', 150'	30'	5' - 1 story, 10' - 2 story, 15' - 3 story	30'	25%
RM (Multifamily Residential)	Multifamily dwellings	6,000 sf, 50', 90' (minimum site area is 3,000 sf per unit)	20'	5' - 1 story, 10' - 2 story, 15' - 3 story	20'	40%
DRD (Downtown Residential)	Single family, secondary and two- family dwellings. (Multifamily dwellings, congregate care facilities and senior housing with use permit)	6,000 sf, 50' 55' corner lots), 90' (minimum site area is 4,500 sf per unit)	20'	5' - 1 story, 10' - 2 story, 15' - 3 story	20'	40%
AH-1	Any type	Same as base zone	20"	5' - 1 story, 10' - 2 story, 15' - 3 story	15' - 1 & 2 stories, 20' - 3 or more stories	60%
AH-2	Any type	Same as base zone but site area per dwelling reduced from 4500 sf in DRD to 2700 and from 3000 to 2000 in RM and ORM	Same as base zone	Same as base zone but may encroach 25% for second story into required interior side yard	May encroach 50% in rear setback for 1 story, 25% for second story	Varies per base zone: 25% - 100%
DC	Any type	6,000 sf, 60', 90'	20'	5' - 1 story, 10' - 2 story, 15' - 3 story	20'	35%

Sources: City of Healdsburg Zoning Ordinance, Earthcraft Planning Services

The height limit for all residential zoning districts is the same: 35 feet. However, for the AH-1 and AH-2 overlay zones, the height limit is higher at 40 feet unless adjacent to any other

residential district. The City's height limit has not been a constraint to housing development, based on allowable densities. The three-story Oak Grove affordable housing project has the tallest height for any such project of its type to date in Healdsburg. The maximum height of this project is 35 feet, although up to 40 feet was allowable based on the site's AH-1 zoning. Typically, projects as dense as 20 units per acre can be designed to meet the 35-foot height limit as well as the 40 foot height limit set for the AH-1 zone. While this height limit has not been a constraint to the development of housing for any income groups (including subsidized, affordable housing projects), since the City is considering eliminating the AH-1 zone, the City is proposing to increase the height limit to 40 feet in all zones where multi-family housing can be built to provide more flexibility for the design of new housing to be accommodated at higher densities.

The City also has a Planned Development (PD) and Residential Master Plan overlay zoning districts which may be established by the City or one or more property owners for a specific project, in which the development standards may be specifically tailored to the project that is proposed.

Development standards in the revised Zoning Ordinance were modified in an effort to lower the cost of housing. These have included making it easier for affordable housing to be approved by limiting approval to Design Review only, eliminating the covered parking requirement for senior and affordable housing projects, reducing parking requirements for downtown residential projects (above stores), and allowing a second dwelling unit to be placed above a garage or in the rear yard setback.

These standards are comparable to those in other communities, and do not pose any undue constraints to the development of housing in Healdsburg.

f) Development Standards for Second Units

Second dwellings are allowable in any of the Residential zones (R-1, RM, and DRD) and generally require the approval of a conditional use permit by the Planning Commission. Secondary dwelling unit requirements, including design standards, are listed in Section 1855 of the Zoning Ordinance. These requirements are summarized below:

- New construction or alteration of secondary dwellings must be compatible in form and design with principal dwelling. Design approval is required.
- Can be detached or attached to principal dwelling, but a separate entrance is required.
- One off-street parking space is required, covered or uncovered, and must be independently accessible (no tandem parking with spaces required for principal dwelling).
- Cannot exceed 640 square feet in size and no more than one bedroom.

During the last revision of the City's zoning ordinance in 1998, the City attempted to facilitate second dwelling construction by allowing them to be built over garages. Since then, an average of 2.5 secondary units have been built per year in Healdsburg (1998-2001).

In general, these requirements and standards appear to be supportive of second units. The City is considering a revision to encourage the construction of secondary units by a) increasing the maximum size from 640 to 850 square feet, b) eliminating the use permit requirement, c) requiring minor design review approval only by the Planning Director, and d) allowing tandem parking outside the front setback.

g) Development Standards for Residential Development in Mixed Use Projects

Healdsburg also allows residential use where a part of mixed use allowable in the following Commercial zones: Service Commercial (CS), Highway Commercial (CH), Downtown Commercial (CD), and Plaza Retail (PR). In the PR district, residential uses are allowable on floors above the ground floor. No residential use is allowed in Industrial districts except for caretaker dwellings.

Table III.9 outlines the development standards required for mixed use projects including multifamily residential units in Commercial districts (Healdsburg Zoning Ordinance, Article 7, Section 750):

Table III.9

Development Standards for Residential Development in Commercially Zoned Areas

Development Standard	Requirements
Site area per dwelling	2000 square feet (sf)
Residential unit location	Upper floor or behind commercial or office use
Floor area coverage	Per commercial district
Setbacks	Same as commercial or office use
Open space per unit	150 sf (300 sf is required for the RM and ORM zones)
Floor area coverage	Per commercial district
Max. site coverage	per commercial district
Max. height	50 feet
Off street parking	2 spaces per ownership condo townhouse. 1.5 all other units, with one as enclosed carport or garage. The Planning Commission may waive requirement for covered parking for senior or affordable housing development to facilitate reduced housing cost.

Sources: Earthcraft Planning Services, City of Healdsburg Zoning Ordinance.

One mixed use project has been built in recent years in Healdsburg: the DeKay project on Center, which included a office, vacation rental, and single family house. Recently approved was another mixed use project (Holt) on Healdsburg Avenue just south of the plaza. This project will include 8 market rate apartments upstairs and offices downstairs. Since mixed use is allowable, and development standards are not considered overly restrictive, it is reasonable to conclude that economic rather than governmental constraints have been the primary reason that more mixed use projects have not been proposed or built in Healdsburg since the Zoning

Ordinance was revised. Either more incentives, and/or changes in market trends may be needed to encourage mixed use projects, and the use of commercially zoned properties to provide affordable housing, and increase total housing production.

h) Development Standards for Disabled , Congregate Care and Similar Facilities

The City does not currently have separate development standards for such facilities above and beyond those required under the applicable zoning district. The City's current requires off-street parking requirements for all congregate care facilities, regardless of size, is 1 space per 2 beds.

The City's efforts to remove any constraints to the approval of group homes or larger care facilities has included an exemption from the City's growth management program and not counting beds or units for the purposes of meeting maximum density requirements. In addition, the zoning code was revised in 1997 to allow the Planning Commission the authority to reduce the above parking standard without need for a variance if it is senior or affordable housing project, which is usually the case for care facilities.

New construction projects, as well as remodels and additions to existing care facilities, multifamily apartments and other group housing projects, are required to retrofit and upgrade accessibility features or provide accessible and adaptable housing for the disabled. These requirements are enforced by the Building Department through the building plan review and building permit process.

2) Parking Requirements

Off-street parking requirements for all new housing development are set forth in Article 19 of the City's Zoning Ordinance. For single-family houses and condominium (ownership) townhouses, the City requires two spaces per unit, one of which must be covered. For all other types of housing units, 1.5 parking spaces are required, including one covered space. However, two parking spaces are required per unit for AH-1 housing (1.5 spaces required for a studio apartment), but none of these spaces needs to be covered.

The City requires only one parking space per residential unit in the downtown parking exemption area (Section 1940). Shared use of parking facilities is allowed for mixed use type housing projects (Section 1935). For emergency transition centers, one space per employee on the largest shift is required, plus one space for each five persons of maximum occupant load.

The City has previously taken steps to facilitate the development of affordable housing for both the elderly and all age groups by reducing parking requirements. The Zoning Ordinance adopted in 1998 provides flexibility in allowing reduced parking requirements where needed to facilitate affordable housing development. Section 1910 of the Zoning Ordinance states that "The Planning Commission may waive the requirement for a covered parking for senior or affordable housing developments if this will facilitate reduced costs or improve the design of the project. The Planning Commission may reduce the parking requirements for senior housing developments." The Planning Commission has subsequently allowed the elimination of the

covered parking requirement for the Parkland (senior apartments), Oak Grove, and Canyon Run affordable housing projects, as well as reduced the parking requirement for the Parkland project. At the Quarry Ridge project, tandem parking was allowed.

The City's parking standards are typical of many communities and have not adversely affected provision of affordable housing in Healdsburg.

3) Specific Plan Requirements

The 1987 adopted Specific Plan required specific plans to be prepared and adopted for the Northern Planning Area (i.e, Areas A, B, and C), the infill Grove Street area, and the Fitch Mountain Area prior to annexation and development approvals. The first specific plan adopted by the City, for Area A, included three affordable housing projects and one additional site remaining to be developed. The City subsequently amended the General Plan to allow a variety of local plans, including area plans, residential master plans, planned developments, and neighborhood plans, to meet this requirement and facilitate the planning process. Specific plans have thus far been adopted for Area A, the northern portion of Area B, and the Grove Street area. While the specific plan requirement has added to the cost of market rate housing, it is insignificant compared to the price that the current housing market has allowed to reach. This requirement has also been necessary in order to adequately plan and implement the provision of infrastructure across with a multitude of property owners and/or environmental and engineering constraints.

An administrative draft Area Plan which included the southern portion of Area B has also been prepared to date. This plan could readily be adopted since no conditions have changed in regard to this area. No specific plan has yet been prepared for the Fitch Mountain area (Area K); however, no housing development is expected in this area during this Housing Element update planning period.

4) Urban Growth Boundary

The City General Plan Land Use chapter of the City General Plan Policy Document establishes a Urban Growth/Urban Service Boundary, representing the ultimate edge of urban uses in the Healdsburg Planning Area by the year 2016. The Urban Growth Boundary includes the area within the 2001 city limits as well as all the annexation and specific plan areas provided in the General Plan. The 20-year Urban Growth Boundary was adopted by City voters in 1996. The boundary can only be changed by a majority vote of the voters, although it can be reduced by the City Council. The City, however, is allowed to provide City services and utilities to any site outside the Urban Growth Boundary in order to permit the construction of affordable housing.

The City's urban growth boundary is similar to the UGB's adopted in many other Sonoma County cities. It is intended to preserve surrounding agricultural land while promoting infill and City centered development. The City's UGB contains a significant amount of vacant or underdeveloped acreage which could be used for future housing development, but remains outside existing City boundaries (i.e., Areas B, C, K and a portion of Area G). Neither

annexation of these areas, nor expansion of the UGB, is needed to providing adequate sites for accommodating housing needs based on ABAG regional housing needs determination allotment for Healdsburg during this housing element planning period.

5) Residential Growth Management

Measure M, a residential growth management program passed by Healdsburg voters in November, 2000, limits annual building permits to not to exceed 90 in any three year period, subject to certain exemptions. This program is intended to ensure that residential growth occurs in an orderly fashion and in pace with the expansion of City facilities and services. The first three year period began January 1, 2001, and ends January 1, 2003. This program can only be repealed or amended by a majority vote of the voters.

The program exempts low-income and affordable housing units, as defined by the “State Department of Housing and Urban Development” [sic]. “Affordable housing” is defined in the City’s adopted “Policy and Procedures” for this program as housing which is affordable for households with incomes at or below 120% of the median annual income for Sonoma County. Therefore, this growth management program exempts housing units built for very low-, low-, and moderate-income households up to 120% of median income, as well as second dwelling units, homeless shelters, elderly care facilities, nursing homes, sanitariums and community care or health care facilities, including for persons with disabilities. Also, all building lots in the Parkland Farms subdivision (Development Area A) are exempt for the program due to a prior development agreement. This covers the potential for 25 residences.

Recipients of allocations for projects that involve more than 4 units can request that the necessary allocations be phased over more than one calendar year for a maximum of two additional years, limited to no more than a total of ten per year. Unused or lapsed allocations may be carried over an additional two years within any three year period. Any lapsed permits or allocations are returned to the total units allocation pool for up to three years, after which they disappear.

The growth management program was initiated at the beginning of calendar year 2001. All 30 allocations were issued and 10 allocations for reserved for future development in calendar years 2002 and 2003. At the beginning of calendar year 2002 10 allocations for Category B (projects with 4 or more lots or units) were issued. Only one allocation out of 10 has been issued for Category A allocations (small projects) so there remains a surplus. However, it is expected that they will be issued on a first come, first served, basis by July 2002.

Due to the exemptions for affordable housing, the City’s growth management ordinance is a constraint to market rate housing only, but not to “affordable housing” (i.e, housing for very low-low-, and moderate-income households), with two exceptions. The first would be mixed-income projects in which the profits/revenues on market rate units could balance lower profits/revenues on the affordable units. The second exception is the loss of inclusionary units that would have been built along with the market rate housing. The latter is not considered a significant number. On the other hand, the growth management ordinance could encourage affordable housing construction by constraining market rate housing that would otherwise occupy or compete for the

same site. Since the ordinance exempts affordable housing development from its provisions, it could allow a given site to be developed earlier than for a project constrained by growth control imposed annual housing unit approval limitations.

The analysis for determining whether or not sufficient sites exist to meet the needs of all income groups as well as special needs (i.e., homeless, etc.) included consideration of the effects of the growth management program. While the program will have the effect of reducing the number of above moderate-income, market rate housing units that otherwise could have been built, as noted above, a sufficient number of above moderate-income housing is still expected to be produced to meet ABAG RHND during this housing element planning period which is a net 26 additional units. This is based on the actual number of units in projects that have already been received allocations in this income category from the City (79) plus the added exemption for the Parkland Farms subdivision (25 residences). Together, they comprise 101 units over the next three years (as of June 2001), when the remaining RHND needed is 26 units through calendar year 2006.

6) Building Codes and Enforcement

New construction in Healdsburg must comply with the Uniform Building Code (UBC) of 1998. The City of Healdsburg adopted the State 1998 UBC with only minor revisions, including prohibition of lot to lot drainage, and requiring solid rather than flex pipe for drainage pipe connections to the City storm drainage system. These requirements do not significantly add to the cost of development, and there are no extraordinary building regulations that would adversely affect the ability to construct housing in Healdsburg. Building code and design standards imposed in Healdsburg related to engineering standards, energy conservation, parking, materials, seismic safety, and sanitation add to the cost of housing production in Healdsburg, although such costs must be considered in the context of the public health and safety objectives they promote. These codes do not appear to be a significant constraint, and are similar to codes throughout the State. Building codes and enforcement do not provide a constraint to housing development.

In addition to building codes, City Ordinance No. 957 requires the installation of interior sprinklers for the purpose of suppressing fire in all new construction in Healdsburg. It is estimated that this requirement adds an average cost of approximately \$2,300.00, or approximately \$1.10 per square foot, to the cost of each new dwelling. However, requiring interior sprinklers has reduced the cost of insuring new dwellings and helps protect against fire in the crucial initial period prior to arrival of fire protection personnel and equipment. The City also does not impose a separate fire protection services fee in its development fees for new construction.

Existing residences are inspected only when an owner seeks a building permit for additional construction, or when a specific complaint relating to the health and safety of the building occupants is received. As part of recently adopted provisions of the Uniform Building Code, additions, alterations or repairs may be made to any building without requiring the existing building to comply with all the requirements of the building code, provided that the additions, alteration or repairs conform to that required for a new building. (Section 3403, 1998 UBC).

7) On/Off Site Improvement Requirements

The City of Healdsburg requires that developers complete certain minimum site improvements in conjunction with new housing development. These requirements and others are specified by Ordinance 720, which describes subdivision regulations. Required on-site improvements include grading and installation of utilities (i.e., water, sewer, storm drainage, gas, electricity, and cable). Required off-site improvements include curbs, gutters, sidewalks, full street sections, and street lighting. These standards are typical of many communities and do not adversely affect provision of affordable housing in Healdsburg.

The City is proposing to revise its City wide street standards to reduce street width to lower the cost of housing. These may incorporate the Residential Street Standards of the Grove Street Neighborhood Plan, which are reduced from current City standards.

8) Developer Fees and other Exactions

The City imposes development impact fees on new development to fund infrastructure improvements including water, sewer, and electric utility improvements, schools, parks, and streets. Each of these fees is directly linked to the provision of services and facilities necessary to support residential development. The use of impact fees to fund local infrastructure is essential since other funding of local sources have been restricted by ballot measures such as Proposition 13 and 218. At the same time, the State and Federal governments have eliminated nearly all funding for local infrastructure.

At the present time, the City charges fees for planning applications (i.e., use permits, variances if needed), plan checks, building permits, park fees, sewer connections, driveway encroachments, water connections, traffic mitigation, and school mitigation. Typical fees in Healdsburg are shown in Table III.10:

Table III.10

Development Fees for Typical Single-Family and Secondary Dwellings*
City of Healdsburg, 2001

Planning, Plan Check, and Building Permit Fees	Secondary Dwelling*	Single Family Dwelling**
Building Permit Fee	\$686.00	\$1,095.00
Plan Check Fee	446.00	711.00
Mechanical Permit Fee	59.34	90.70
Plumbing Permit Fee	41.00	56.00
Electrical Permit Fee	59.34	90.70
Fire Dept. Plan Check	111.50	177.75
SMIP	5.60	11.80
Minor use permit	1,200.00	0
Design review	200.00	0
Subtotal	\$2,808.78	\$2,232.95
Community Development Fees		
Water System	2,199.50	\$4,399.00
Sewer System	1,431.50	2,863.00
Streets and Traffic Controls	1,495.50	2,991.00
Park System	1,028.50	2,057.00
Stormwater Drainage System	1,611.00	3,222.00
Electrical Development Fee	975.00	975.00
School Impact Fees***	1,306.00	2,449.00
Subtotal	\$10,047.00	\$18,956.00
Total Permits/Fees	\$12,855.78	\$21,188.95

Sources: City of Healdsburg Planning and Building Department, Earthcraft Planning Services.

* Based on a 640 square foot secondary unit (maximum size allowable under City Zoning Ordinance)

** Based on a 1,200 square foot (living area) single-family, single-story detached entry level home with three bedrooms, two full baths, and an attached two-car garage (400 square feet), and with no fireplace and no air conditioning.

*** For Area A and rezoned areas, the school mitigation fee is \$4.24/sq. ft., rather than \$2.04/sq. ft. for other areas.

An additional \$150.00 inspection fee is required for each connection to the City water, sewer, and/or storm drainage system.

If the property is located in Area A, other than the Parkland Farms subdivision where a development agreement has locked in the above fees, a planning fee of \$1,300.00 must be paid to share in the costs of the EIR and Specific Plan that was required to be adopted for this area prior to its annexation into the City in 1995. This specific plan was prepared in order to plan and implement streets and utilities to serve new housing in this area. For properties located in a high geologic hazard area as designated by the General Plan, a soils engineering or geotechnic report may be required entailing this additional cost. However, these additional costs have been generally applicable only to custom homes on large lots, affecting only above moderate-income housing.

For second dwellings, the fee for design review is \$200.00. Also pursuant to new second dwellings, a minor use permit is required for which the fee is \$1,200.00.

Certain residential projects that require general plan amendments, zoning code changes, design review or other planning-related functions require fees in addition to those listed above. Some of these costs are summarized in Table III.11:

Table III.11
City of Healdsburg Other Planning Fees, 2001

General Plan Amendment	\$2,200
Rezoning	\$2,200
Major Subdivision	\$1,500 plus \$40 per lot
Design Review - Major	\$600
Design Review - Minor	\$400
Use Permit – Major	\$2,280
Use Permit – Minor	\$1,200
Environmental Review	\$300 for initial studies; additional fees if staff or consultant costs exceed this minimal fee

Source: City of Healdsburg Planning Department, 2001

While it is true that these fees add costs to development projects, they do not necessarily increase the prices for market rate homes since markets, not costs, set prices. Since selling prices reflect affordability criteria rather than the market, fees may make it more difficult to produce affordable housing. However, as is the case with building codes and other restrictions, these fees pay for the infrastructure necessary to secure public health, safety, and welfare.

These fees are typical of many communities and do not adversely affect provision of affordable housing in Healdsburg. A survey conducted by the City of Sebastopol in June, 2001 of development impact fees charged by Sonoma County and its nine cities (Cloverdale, Cotati, Healdsburg, Petaluma, Rohnert Park, Santa Rosa, Sebastopol, Sonoma, and Windsor) for a comparative single-family house found Healdsburg ranked fifth among these ten jurisdictions, or approximately mid-range.

When revising fees, the impact on the cost of housing has been considered by the City. In recognition of their more limited impact on the provision of utilities and services, and to encourage their construction, second dwellings are charged one-half of the development fees of a single-family dwelling. The City is proposing to conduct a study to determine if fees can be lowered for certain housing types, if appropriate (i.e multifamily units versus single family units).

9) Permit Processing Procedures

Developers must negotiate several steps to secure all necessary approvals to build housing on a given parcel of land. From the standpoint of the City, this process is necessary to ensure that new development adequately complies with local regulations that are meant to ensure the health, safety, and welfare of the entire community. From the developer's standpoint, this process can complicate and lengthen the development process, increasing the difficulty and cost to develop new housing. The following is a brief description of the process to obtain entitlements to construct housing on currently vacant land in Healdsburg.

Subdivision Approval

The subdivision approval process in Healdsburg includes filing an application, staff review for completeness, and public hearings before the Planning Commission and City Council. The Planning Commission action is advisory to the City Council, which has final authority over subdivisions. Actual home designs are reviewed and approved by either the Planning Director (minor design review) or the Planning Commission (major design review). Depending on the size of the subdivision and specific site development issues, varying levels of environmental review are also required. Small subdivisions are generally exempt from the CEQA process under an infill development exemption; larger subdivisions typically require an Initial Study and Negative Declaration or Environmental Impact Report. For projects processed with a Mitigated Negative Declaration, a typical small lot subdivision takes about six months processing time from complete application to approval.

The City is proposing to shorten the approval process for minor subdivisions (four lots or less) by approval by the Planning Commission only, rather than also by the City Council.

Design Review for Residential Units and Projects

Article 26 of the Zoning Ordinance describes applications subject to Design Review and requirements and procedures for applicants. Design review is not required for residential projects involving only one unit (with the exception of single family dwellings in certain specific plan areas (i.e., Area A and the Grove Street Neighborhood Plan area). Minor design review approval (by the Planning Director) is required for the following residential developments:

- Minor changes to the exterior of existing buildings which require a use permit.
- A change of use in a building or site not involving substantial site changes.
- Changes to site design not involving major structural or site changes or use.

Major design review approval (by the Planning Commission) is required for the following residential developments:

- Residential projects with two or more units which involve the development of vacant land with site and building improvements or involving major changes or additions to a previously developed site.
- Residential projects involving a change of use which requires substantial changes to the site and proposals for exterior building modifications.
- Projects subject to development approval by the Planning Commission, such as subdivisions, use permits and projects requiring the approval of variance.

The City has design standards for multifamily residential developments, including developments built as affordable housing under the AH-1 overlay zone. These standards are intended to encourage designs that maximize common space, blend with the surrounding community, limit views of parking facilities from public streets, provide architectural compatibility of accessory buildings, and direct on-site lighting on driveways and walkways and away from adjacent

properties. All of these standards are compatible with the typical design of recently constructed affordable housing projects (i.e., Oak Grove, Canyon Run, and Parkland).

While this review process has the potential to slow down the approval process for residential projects, including multifamily projects designed for lower-income households, the City has and will continue to consider and implement measures to ensure that such projects are not impacted adversely by the Design Review process while maintaining community design values. As an implementation program in the City's last Housing Element update, the City streamlined the development review process by eliminating the Design Review Commission (DRC) in 1989. At the same time, the Planning Commission and staff were delegated to perform the functions of the now defunct DRC. Typically, it takes approximately two months to complete the design review approval process.

Use Permit

A major use permit, which is required for a multifamily housing development in the DRD zone, entails the approval of the Planning Commission. A minor use permit is required for a secondary unit also entails the approval of the Planning Commission. A transitional shelter may require either a major or minor use permit, depending upon the proposed size of the facility. The permit process for obtaining use permit approval for congregate care facilities for more than 15 persons is approximately the same as for multifamily development in the DRD zone. Article 27 in the Zoning Ordinance describes the procedures for obtaining a conditional use permit. Briefly, these procedures include submittal of a complete application followed by a public hearing before the Planning Commission. Upon receipt of a complete application, it takes approximately six to eight weeks for approval of a major use permit, and approximately four weeks for approval of minor use permit.

Building Permit

Upon submittal of plans with planning approval, it takes approximately two to four weeks for a typical single-family plan check, and about four to six weeks for a typical multifamily plan check and actual building permit issuance. If the plans require revision, each round of revisions can add an additional one to two weeks to the plan check process. Construction may commence immediately once a building permit is issued.

Permit Processing Summary Analysis

In summary, Healdsburg's processing and permit procedures are reasonable and comparable to those in other California communities. The permit process only increases in complexity and duration when the circumstances of individual projects warrant extra consideration on the part of local staff and officials. This is especially true of the environmental review component of the process, yet the City of Healdsburg has little flexibility to change this, since the California Environmental Quality Act specifies procedures that local jurisdictions must observe in reviewing the impacts of development projects.

10) State of California Article 34

Article 34 of the State Constitution requires voter approval for specified “low rent” housing projects that involve certain types of public agency participation. Generally, a project is subject to Article 34 if more than 49 percent of its units will be rented to low-income persons. If a project is subject to Article 34, it will require an approval from the local electorate. This can pose a constraint to the production of affordable housing, since the process to seek ballot approval for affordable housing projects can be costly and time consuming, with no guarantee of success.

The provisions of Article 34 allow local jurisdictions to seek voter approval for “general authority” to develop low-income housing without identifying specific projects or sites. If the electorate approves general parameters for certain types of affordable housing development, the local jurisdiction will be able to move more quickly in response to housing opportunities that fall within those parameters. There has been no vote taken for such action to date in the City of Healdsburg.

C. Summary of Housing Constraints

In addition to the high cost of land and construction, the primary constraint to providing affordable housing is the high demand relative to supply, and the lack of housing that is being built to meet this demand. As long as this situation exist, it is likely that all housing units affordable to very low-, low-, and moderate-income households may require some sort of subsidy.

Zoning and development standards, including maximum allowable densities, have not constrained the development of affordable housing in Healdsburg to date. The need to rezone property to the Affordable Housing (AH-1) overlay zone as needed to achieve the highest density allowable by the City could, however, potentially slow down the approval process for some affordable housing projects. The City is proposing to instead allow this density as a matter of right to all properties where multifamily housing is allowed, provided affordability criteria is met and guarantees are provided.

Development fees and exactions charged by Healdsburg do not necessarily add to the cost of market rate housing, since prices are fixed by the market as a result of the high demand. However, fees may make it more difficult to produce affordable housing since prices are set to achieve affordability rather being set by the market.

D. Energy Conservation Opportunities

State Housing Element Law requires an analysis of the opportunities for energy conservation in residential development. Energy efficiency has direct application to affordable housing because the more money spent on energy, the less is available for rent or mortgage payments. High energy costs have particularly detrimental effects on low-income households that do not have

enough income or cash reserves to absorb cost increases and may times must choose between basic needs such as shelter, food, and energy.

Energy price fluctuations in the late 1990's, and energy price increases in early 2001 combined with rolling electricity blackouts have led to a renewed interest in energy conservation. The City of Healdsburg has its own electrical utility company, but it receives natural gas services from Pacific Gas and Electric Company (PG&E). Electricity and natural gas rates are scheduled to increase dramatically throughout 2001-2002.

To mitigate the rising cost of electricity for low-income customers, the City has established a low-income assistance rate category with rates that are discounted 15% from normal rates. The City has a contract with the State Department of Community Services and Development to qualify customers for the discounted rates. Recently, the City extended the low-income assistance rates to tenants of all the affordable housing projects in the City, affecting 259 housing units.

All new buildings in California must meet the standards contained in Title 24, Part 6 of the California Code of Regulations (Energy Efficiency Standards for Residential and Nonresidential Buildings). These regulations were established in 1978 and most recently updated in 1998 (effective date of July 1, 1999). Energy efficiency requirements are enforced by local governments through the building permit process. All new construction must comply with the standards in effect on the date a building permit application is made.

The California Subdivision Map Act (Government Code Sections 66473-66498) allows local governments to provide for solar access as follows:

66475.3. For divisions of land for which a tentative map is required pursuant to Section 66426, the legislative body of a city or county may by ordinance require, as a condition of the approval of a tentative map, the dedication of easements for the purpose of assuring that each parcel or unit in the subdivision for which approval is sought shall have the right to receive sunlight across adjacent parcels or units in the subdivision for which approval is sought for any solar energy system, provided that such ordinance contains all of the following:

- (1) Specifies the standards for determining the exact dimensions and locations of such easements.
- (2) Specifies any restrictions on vegetation, buildings and other objects which would obstruct the passage of sunlight through the easement.
- (3) Specifies the terms or conditions, if any, under which an easement may be revised or terminated.
- (4) Specifies that in establishing such easements consideration shall be given to feasibility, contour, configuration of the parcel to be divided, and cost, and that such easements shall not result in reducing allowable densities or the percentage of a lot which may be occupied by a building or a structure under applicable planning and zoning in force at the time such tentative map is filed.
- (5) Specifies that the ordinance is not applicable to condominium projects which consist of the subdivision of airspace in an existing building where no new structures are added.

The City encourages energy conservation in residential projects. The City's existing Housing Element (General Plan Policy Document, page 43) includes the following goal and policies in relating to housing development and energy conservation:

GOAL F: Encourage energy conservation in new and existing housing.

Policies:

1. Support weatherization programs for existing residential units.
2. Promote the use of energy conservation features in the design of new residential structures.

All residential projects are reviewed in terms of building orientation, street layout, lot design, landscaping, and street tree configuration in order to maximize solar access and energy conservation. Residential structures must meet the requirements of Title 24 relating to energy conservation features of the Uniform Building Code. In addition, much of the higher density residentially designated land is located within walking distance to transit stops and commercial centers, thereby reducing the potential demand for automobile fuel.

IV. STATUS AND EVALUATION OF EXISTING PROGRAMS AND THE EXISTING HOUSING ELEMENT

A. Review Existing Housing Element

The following section reviews and evaluates the City's progress in implementing the 1993 Housing Element. It reviews the results and effectiveness of programs, policies and objectives for the previous Housing Element. It also analyzes the difference between projected housing need and actual housing production.

The 1991 (amended 1993) Housing Element was intended to cover the planning period for ABAG jurisdictions from January 1, 1988, to June 30, 1995, that had been extended by the California Legislature to June 30, 1997. This Housing Element Update is required to address housing needs from January 1, 1999, to June 30, 2006, and is required to be completed by December 31, 2001.

Table IV.1 below shows the total number of housing units built in the City of Healdsburg from 1988 to 1998 – in other words, from the start of the previous Housing Element planning period to the start of this Housing Element Update planning period. A total of 421 housing units were built during this period. While there were deficits in all income groups, the City came closest to meeting the target unit goals for low-income and moderate-income households.

Table IV.1
Comparison Of Housing Need To Housing Production During Previous Housing Element Planning Period: 1988-1998

Year	Total	Very Low-Income	Low-Income	Moderate-Income	Above-Moderate
Total ABAG Allocation (1988-1995)	1220	329	220	268	403
Total Built (1988-1998)	421	43	62	110	206
Net Deficit	799	286	158	158	197

Sources: City of Healdsburg and Vernazza Wolfe Associates, Inc.

Table II.13, presented earlier, provides an inventory of all housing programs that have assisted households in Healdsburg. Table II.2 provides a full inventory of all assisted housing projects in Healdsburg, while Table IV.2 provides a listing of the projects constructed during this previous Housing Element planning period only.

Table IV.2
Affordable Housing Production, 1988-1998

Year	Project	No. of Units
1990	Fitch Mountain Terrace II Senior apartments	20
1995	Riverfield condominium homes (Adeline)	18
1995	Harvest Grove farm worker housing apartments	44
1998	Parkland Farms senior housing apartments	22
Total		104

Table IV.3 below provides an evaluation of the existing City of Healdsburg Housing Element (1994) policies and implementation programs. The table evaluates the progress in implementing the existing Housing Element through August, 2001.

Table IV.3

City of Healdsburg 1993 Housing Element Goals and Implementation Programs

1993 HOUSING ELEMENT GOALS AND IMPLEMENTATION PROGRAMS	ACCOMPLISHED	NOTES
GOAL A: To promote housing which is adequately serviced, in an amount sufficient to accommodate anticipated growth and facilitate mobility within both the ownership and rental markets.	Yes	City has maintained and added to housing stock.
IP.1 Amend the Land Use Element to allow residential uses in commercial districts when subordinate to a primary on-site commercial use.	Yes	Only one mixed use (commercial/ residential) projects has been built in Healdsburg to date, although another project has been approved.
IP.2 Amend the Land Use Element of the General Plan to permit the "Affordable Housing Overlay Zoning District 1" within any land use category except Agriculture and Medical Professional Offices. The AH-1 Overlay Zoning District shall permit net residential densities to a maximum of 16 dwelling units per acre, prior to the implementation of any State density bonuses, and shall be solely for the construction of low and very low income housing.	Yes	The AH-1 overlay use was used successfully to facilitate affordable housing projects in Area A and at another outlying site, but no affordable housing projects were subsequently built on infill sites zoned with the overlay zone since 1996.
IP. 3. Survey land presently designated High Density Residential, Medium Density Residential, Professional Office/High Density Residential, Downtown Residential, land in Area A proposed for High Density Residential, and vacant and underutilized industrial land for suitability to be redesignated "Higher Density Residential."	Yes	This effort was done for both the 1996 Housing Element update and again for this current Housing Element update (2001).
IP.4. Zone at least 28 acres of land as AH-1 (Affordable Housing Overlay Zoning District 1) within the existing City and 5 acres of land within the North Area to ensure that sufficient incentives and opportunities are provided to allow the City to meet low and very low income housing objectives.	Yes	See notes for IP.2.
IP.5. Amend the Zoning Ordinance to create two affordable housing overlay zoning districts. One overlay district will allow affordable housing on specific sites within the City and shall provide appropriate development standards such that 20 units per acre can be accomplished, assuming a 25% density bonus. The other overlay zoning district will provide incentives for construction of affordable housing on a more dispersed basis throughout the community with the intent that such housing be generally complementary with the scale and character of existing neighborhoods.	Yes	Although estimated to produce up to 62 additional units in the first five years after the Housing Element was adopted, only 2 AH-2 units have been actually produced since this overlay zone was created.
IP.6. Amend the FY 1992-93 Budget to provide funding for the land survey, Land Use Element amendment and Zoning Ordinance amendment.	Yes	These land use element and zoning ordinance amendments were subsequently adopted to implement the 1993 Housing Element.

1993 HOUSING ELEMENT GOALS AND IMPLEMENTATION PROGRAMS	ACCOMPLISHED	NOTES
IP.7. Schedule adoption of the Area A Specific Plan, rezoning and annexation resolution for July 1993.	Yes	The Area A rezoning ordinance and annexation resolution were adopted in 1994.
IP.8. Exercise the best efforts of the City to expand infrastructure capacities for Area A by December 1993.	Yes	The City began construction of infrastructure to serve Area A in 1995.
IP.9. Exercise the best efforts of the City to annex property in Area A by September 1993 by encouraging property owners to apply to LAFCO as soon as possible and by providing the necessary plans and environmental documents to LAFCO.	Yes	The City filed an annexation application to LAFCO in Jan., 1994. Area A was subsequently annexed into the City in July, 1995.
IP.10. Inventory and evaluate vacant and underutilized non-residential sites which could be reclassified to residential use without jeopardizing the City's economic base and provision of public services.	Yes	The City undertook this inventory in both 1993 for the previous Housing Element and again for this current Housing Element update.
IP.11. Acquire suitable sites for future affordable housing development	Yes, ongoing	In addition to three properties in Area A, the City has acquired a ½ acre property adjacent to the City Fire Station for the future construction of an affordable housing project. The City is presently looking for additional sites for affordable housing.
IP.12. Facilitate the annexation and development of the Grove Street area by financing the preparation of a specific plan while providing for recovery of related planning costs through future fees.	Yes	The City subsequently financed the preparation of a neighborhood plan, a type of specific plan and adopted in 1999, for the Grove Street area. Fees related to the cost of this effort will be recovered through development approvals.
IP.13. Assemble sites in the Urban Service Area which have been identified as suitable for affordable housing by a specific plan.	Yes	Suitable sites were identified and acquired for affordable housing in Area A. A specific plan for Area C could also identify an affordable house site.
IP.14. Identify sites in new Specific Plans which are suitable for the Affordable Housing Overlay Zoning District AH-1 designation.		See note under IP.13.
IP.15. Discourage proposals for residential downzoning or reclassification of residentially-designated property to other uses which would have adverse impacts on the achievement of the City's quantified housing objectives.	Yes	The City has not downzoned or reclassified residentially-designated land to other uses (other than for public utility purposes) since 1987 when the City General Plan was adopted.
IP.16. Continue to assess development fees, establish assessment districts and enter into development agreements to provide for adequate infrastructure.	Yes	The City has continued to assess development fees, has established assessment districts, and has entered into development agreements to provide for adequate infrastructure, for example, in Specific Plan Area A.
IP.17. Facilitate the development of specific plans which provide for integrated circulation and utility facilities by providing for interim financing of the plans as ability to fund permits.	Yes	This program was primarily targeted to facilitating affordable housing projects in Specific Plan Area A, which have subsequently been mostly constructed.

1993 HOUSING ELEMENT GOALS AND IMPLEMENTATION PROGRAMS	ACCOMPLISHED	NOTES
IP.18. Amend the Zoning Ordinance to allow a density bonus of up to 25% for the provision of significant public facilities.	Yes	1998 Zoning Ordinance included this density bonus.
IP.19. Maintain City staffing or contracted services at levels adequate to ensure the continued prompt consideration of residential development applications.	Yes	The City has hired a contract planner and created a second planner position. to maintain prompt processing of residential development applications
IP.20. Amend the General Plan as necessary to ensure consistency among its elements.	Yes	This program remains relevant.
IP.21. Review progress towards the City's Quantified Housing Objectives annually.	Yes	This review is included in the Annual Housing Report presented by staff to the City Council every July with a copy sent to the State Office of Planning and Research.
GOAL B: To provide a range of housing opportunities for all economic segments of the community, while maintaining a mix of single- and multifamily housing in Healdsburg.	Yes	Wide range of housing types permitted under City regulations.
IP. 1. Prezone land within the Urban Service Area to be consistent with the adopted specific plan policies allowing the development of a range of housing types.	Yes	Rezonings in 1995 pursuant to Housing Element recommendations accomplished.
IP.2 Adopt an ordinance establishing the "Healdsburg Inclusionary Housing Program". Adopt a resolution which sets the amount of per-unit in-lieu fees at a level high enough to provide for actual development of the very low- or low-income units.	Yes	This ordinance and resolution were adopted and approved by the City in 1996.
IP.3 Apply a rental-only overlay to some areas designated for high-density residential and/or give a density bonus of up to 10% for rental projects.	No	City never did apply a rental overlay to any areas designated for high density residential use. However, a density bonus of up to 10% for rental projects was included in the Zoning Ordinance adopted in 1998.
IP.4. Discourage the conversion of rental units to condominiums if it is determined that such conversion would not be consistent with the goals and policies of the General Plan Housing Element.	Yes	The City has set requirements governing condominium conversions in the City's Subdivision Ordinance. These requirements prohibit condominium conversion of rental units unless vacancy rates exceed 5%.
IP.5. Maintain the City's participation in the Sonoma County Home Finance Authority to take advantage of available funding and administrative resources. Continue soliciting advice from Burbank Housing Development Corporation on financing methods for affordable housing; continue referring potential developers of such housing to BHDC for assistance.	Yes	The City has participated with three projects involving BHDC since 1992.
IP.6. Continue to work with the County Community Development Commission to receive a reasonable share of federal, state and private fund allocations for housing	Yes	This program remains relevant.

1993 HOUSING ELEMENT GOALS AND IMPLEMENTATION PROGRAMS	ACCOMPLISHED	NOTES
IP.7 Levy a transfer tax on resales of residences affordable only to above-moderate income households. Place tax on ballot and support its passage.	No	This tax was never put on the ballot and questions remain as to whether or not it would be constitutional. The City collects a portion of a transfer tax levied by the County on all residential sales.
IP.8. Utilize redevelopment set-aside funds in direct proportion to very low-, low- and moderate-income group needs.	No.	Notwithstanding this policy, in recent years, 100% of such funds have primarily benefited very-low and low-income groups, rather than address moderate-income group needs.
IP.9. Mitigate the impact of development costs (including development fees) on lower income housing projects by continuing to subsidize the project when the applicant can demonstrate that the subsidy is necessary to the viability of the project and CRA and CDBG funds are available.	Yes.	The City has used CRA and CDBG funds to assist the development of affordable housing projects. This program remains relevant.
IP.10. In periodically revising the City's permit process and development fee structure, evaluate the effect of the proposed rate(s) on the cost of housing.	Yes	When revising fees, the impact on the cost of housing has been considered by the City. Second dwellings are charged one-half of the development fees of a single family dwelling.
IP.11. In revising the development standards of the Zoning Ordinance, seek to eliminate or modify any development standards that add unnecessarily to the cost of housing.	Yes	Development standards in the revised Zoning Ordinance were modified in an effort to lower the cost of housing. These have included making it easier for affordable housing to be approved by limiting approval to Design Review only, eliminating the covered parking requirement for senior and affordable housing projects, reducing parking requirements for downtown residential projects (above stores), and allowing a second dwelling unit to be placed above a garage or in the rear yard setback
IP.12. Adopt an ordinance which will allow the City to grant modifications to Zoning Ordinance development standards for projects which qualify for density bonuses under state law or which reserve 50% of the units for lower income households.	Yes	Development standards were modified for projects qualifying for density bonuses in the current Zoning Ordinance adopted in 1998.
IP.13. Expedite the approval of very low- and low-income housing applications by giving priority in staff processing and agenda scheduling. Hire a contract planner when needed to allow such expedited processing.	Yes	The City did hire a contract planner to expedite affordable housing projects planned and built during this period.
IP.14. In choosing among financing alternatives for public improvements in existing neighborhoods, select those that minimize, to the extent practical, adverse impacts on existing affordable housing and low- and moderate-income households.	Yes	In its Capital Improvements Program, the City has included improvements for affordable housing projects.
IP.15. Amend the Zoning Ordinance to delete the square footage and roof pitch requirements for manufactured housing.	Yes	These requirements were deleted in the current Zoning Ordinance adopted by the City in 1998.

1993 HOUSING ELEMENT GOALS AND IMPLEMENTATION PROGRAMS	ACCOMPLISHED	NOTES
IP.16. Impose re-sale or rent controls as required by Gov't. Code Section 65915 (c).	Yes	In reference to the state mandated density bonus program and the resale and rent controls required under Gov't. Code Section 65915 (c), the City continues to impose rent controls using contractual agreements with other agencies.
IP.17. Amend the Zoning Ordinance to allow density bonuses in accordance with Gov't. Code Section 65915.	Yes	The state mandated density bonus, in accordance with Gov't. Code Section 65915, was included in the current zoning ordinance adopted by the City in 1998.
IP.18. Rescind the portions of the existing Density Bonus Ordinance which apply to the Healdsburg Density Bonus provisions which are being eliminated.	Yes	Accomplished when the current Zoning Ordinance was adopted by the City in 1998.
IP.19. Execute an agreement with the Sonoma County Housing Authority, the Sonoma County Community Development Commission, or an appropriate organization to administer and monitor units subject to resale or rent control.	No	There has been no need for such an agreement. To date, all of the affordable housing projects in Healdsburg have been managed by Burbank Housing Development Corporation (BHDC). Such management has included the task of administering and monitoring units subject to resale or rent control.
IP.20. Amend the Zoning Ordinance to allow a density bonus of up to 25% for projects in the Medium and Medium High Density Residential designations which provide at least 50% of the total units (including density bonus units) as affordable to moderate income households.	Partially	Mostly accomplished when the current Zoning Ordinance was adopted in 1998. However, under the current Zoning Ordinance, this bonus density can be applied to projects which provide at least 25% instead of 50% of the total units as affordable to moderate income households. In addition, the Zoning Ordinance does not restrict applicability of this density bonus to only Medium and Medium High Density Residential designations
IP.21. Publicize the density bonus opportunities provided by State law and by Healdsburg's Housing Element by preparing a brochure and distributing it to developers, realtors, and owners of property designated for residential development by the Healdsburg General Plan.	Yes	In the past, the Planning Department has published and made available handouts regarding density bonus opportunities.
GOAL C: To promote housing opportunities for special needs groups and for all people regardless of race, religion, sex, marital status, ancestry, national origin or color.	Yes	Zoning Ordinance revisions in 1998 expanded opportunities. The City continues to support these principles.
IP.1 Amend the Zoning Ordinance to allow density bonuses of up to 10% for rental projects involving units with 3 or more bedrooms, and/or provide financial assistance therefore.	Yes	This density bonus was included in the current zoning ordinance adopted by the City in 1998. However, no provision for financial assistance was included.
IP.2. Continue assisting elderly and disabled households through the Neighborhood Improvement Program by performing minor exterior repairs and rehabilitation, yard clean-up and maintenance, and minor household repairs.	Yes	The City provides funding of \$100,000 annually for this program.

1993 HOUSING ELEMENT GOALS AND IMPLEMENTATION PROGRAMS	ACCOMPLISHED	NOTES
IP.3. Continue providing referrals to the elderly for shared housing and rental mediation programs.	Yes	The City continues to provide referrals to the Sonoma County Rental Information and Referral Services.
IP.4. Continue to provide staff support for Fitch Mountain Terrace, Inc.	Yes	Not needed, since BHDC manages this housing development rather than City staff.
IP.5. Acquire land and install off-site drainage for Fitch Mountain Terrace II.	Yes	Completed in 1993.
IP.6. Amend the Zoning Ordinance to provide for reduced parking standards for senior housing projects.	Yes	The 1998 Zoning Ordinance allows the Planning Commission to reduce the parking requirements for senior housing developments.
IP.7. Amend the Zoning Ordinance to add "congregate care housing" as an allowable use in appropriate districts to facilitate the development of such housing.	Yes	The 1998 Zoning Ordinance allows "congregate care housing" as a permitted use in the RM and ORM zoning districts.
IP. 8. Support the efforts of the California Human Development Corporation in providing local farmworker housing by identifying potential sites and providing financial assistance.	Yes	The City did subsequently help identify sites and did provide financial assistance for two farmworker housing projects to date in the City (i.e., Harvest Grove, Quarry Ridge).
IP.9. Continue participation in the Sonoma County Rental Guarantee Program.	Yes	The City did continue participating in this program until funding for this program ran out.
IP.10. Amend the Zoning Ordinance to allow emergency and transitional shelters in the DRD, RM, ORM, CD, CS, CH and P districts by use permit.	No	Not fully implemented since it is not clear that "emergency transitional shelters" are allowed in the CD, CS, CH and P districts.
IP. 11. Support the Spare Room shelter at St. Paul's by contributing to its operating costs.	Yes	Currently, the City has been involved in assisting St. Paul's acquire a four-plex residential building for use as an emergency transitional shelter
IP.12. Identify suitable facilities which could be rehabilitated for homeless shelters and refer any identified sites to the Task Force for the Homeless.	Yes	The City Planning Department has given information to homeless advocacy groups whenever requested.
IP.13. Continue disbursing emergency funds provided by the Salvation Army.	Yes	No longer relevant since the City no longer disburses such funds.
IP.14. Provide referrals to Innovative Housing for shared housing opportunities.	Yes	It is not known as to whether or not Innovative Housing still exists as an organization. It should be noted, however, that the City has facilitated co-housing opportunities by streamlining the approval process for such projects through the PD and RMP zoning 1998 provisions.
IP.15. Enforce Title 24 requirements for disabled-accessible ground floor units in apartment projects of 5 or more units.	Yes	The City has been enforcing these requirements.

1993 HOUSING ELEMENT GOALS AND IMPLEMENTATION PROGRAMS	ACCOMPLISHED	NOTES
IP.16. Amend the Zoning Ordinance to allow a density bonus of up to 10% for projects containing substantially more than the legally-required number of disabled-accessible units.	Yes	1998 Zoning Ordinance included that density bonus.
IP.17. Explore the possibility of rehabilitating downtown rental units and renting at affordable rates to single-parent households in need.	No	This program was never implemented
IP.18. Continue referring housing discrimination complaints to Sonoma County Rental Information and Referral Services.	Yes	This program remains relevant.
GOAL D: Encourage the maintenance and continued improvement of the existing housing stock and residential neighborhoods.	Yes	City continues to support these principles.
IP.1 Continue distributing remaining funds in the CDBG Housing Rehabilitation Program.	Yes	This program remains relevant.
IP.2. Issue loans under the California Housing Rehabilitation Program..	Yes	This program remains relevant.
IP.3 Apply for additional CDBG funds for rehab loans.	Yes	This program remains relevant.
IP.4. Continue street, sidewalk and other infrastructure maintenance in low- and moderate-income neighborhoods.	Yes	This program remains relevant
IP.5. Initiate a smoke detector retrofit program.	Yes	This program has already been completed and no longer exists.
IP.6. Identify units in need of interior rehabilitation during other improvement activities.	Yes	The Building Dept. will cite owners of rental properties that have substandard conditions.
IP.7. Provide rehabilitation loan information to owners of units cited for substandard conditions.	No	The City does, however, provide this information where the units are going to be used for affordable housing as part of a long-term commitment.
IP.8. Assist owners of mixed-use properties in identifying the scope of probable unreinforced masonry mitigation and provide tax-exempt financing under a Mello-Roos district.	No	For mitigation, the City has offered to pay up to 50% for engineering.
IP.9. Initiate a voluntary pre-sale code inspection program.	No	No such program was ever initiated by the City.
GOAL E: To maintain a healthy jobs/housing balance.	Yes	The ratio of total jobs to employed residents has increased from .66 to .75 during the period from 1990 to 2000 and is still increasing.
IP.1. Give priority in City-assisted or density bonus housing programs in the following order to: a. Those both living and working in the City of Healdsburg; b. Those living in Healdsburg and employed in Sonoma County; c. Those living in Sonoma County and working in Healdsburg; d Those either living or working in Sonoma County.	Yes	The agreements the City has had with the Burbank Housing Development Corporation in recent affordable housing projects constructed in Healdsburg have required BHDC to give preference to persons living or working in Healdsburg.
IP.2. Report annually to City Council on jobs/housing balance.	Yes	The jobs/housing balance is addressed in City staff's General Plan report presented annually to the City Council.

1993 HOUSING ELEMENT GOALS AND IMPLEMENTATION PROGRAMS	ACCOMPLISHED	NOTES
IP.3. Determine on the basis of annual jobs/housing balance reports whether additional policies or programs are needed.	Yes	No additional policies or programs have been determined needed to date.
GOAL F: Encourage energy conservation in new and existing housing.	Yes	The City remains in support of this goal. The City recently adopted an energy efficient lighting and conservation assessment program for residential electricity customer.
IP.1. Continue the CRA's joint weatherization program with the utility companies and the CHDC.	Yes	Although the City did participate in this program, it no longer exists.
IP.2. Include an evaluation of consistency with Section 66473.1 of the Subdivision Map Act in staff reports for residential development.	Yes	This requirement (i.e., "The design of a subdivision for which a tentative map is required pursuant to Section 66426 shall provide, to the extent feasible, for future passive or natural heating or cooling opportunities in the subdivision.") is considered along with other factors (e.g., topography, fault zones, etc.) for good subdivision layout and design.
IP.3. Adopt street tree requirements for residential development.	Yes	The City determines tree requirements on a case-by-case basis whenever tentative maps or design review applications are considered and approved. The City also has an official list of street tree species suitable for such use.
IP.4. Amend the Zoning Ordinance to require the planting of trees in parking lots for multifamily projects.	No	The 1998 Zoning Ordinance requires the planting of trees in parking lots only in the C and M zoning districts. However, tree planting in parking lots for multi-unit residential projects are routinely required as part of the discretionary design review approval process.

Note: For full text of implementation programs, see 1993 Housing Element.

Source: Background Report No. 6, Earthcraft Planning Services, September 2001

B. What Was Learned from the Previous Element

This section describes how the goals, objectives, policies and programs of the updated Housing Element will incorporate what was learned from the results of the existing Housing Element adopted in 1993.

Since 1993, Healdsburg has maintained a strong commitment to affordable housing and a diversity of housing types, as demonstrated by its support for a number of affordable housing developments, which has included rental unit projects such as the Canyon Run, Parkland Farms (seniors), Oak Grove, and Harvest Grove (farmworkers) as well as affordable self-help ownership unit projects such as Quarry Ridge (sweat equity) and Riverfield Homes. These subsidized housing projects were targeted to addressing very low- and low-income housing needs.

In order to find sites for affordable housing projects, the City has taken advantage of formerly vacant land located in Specific Plan Area A, an area that was then just north of the City limit, and in other outlying areas of the City. In order to acquire and develop these sites, many of the policies and programs of the previous Housing Element addressed the need to facilitate the annexation and development of Area A, which was intended to provide sites for affordable housing projects as well as meet much of the housing needs of the community during this Housing Element period. Area A was subsequently annexed and developed beginning in 1995, and therefore, many of these policies and implementation programs are no longer relevant. While the subsequent annexation and development of Area A did provide a substantial number of housing sites for affordable housing, including 94 units for very low- and low-income households, as well as many new above moderate-income housing units, none of the anticipated moderate income-housing was subsequently produced in this area. Therefore, while substantial progress was made toward meeting the needs of very low-, low-, and above moderate-income households, the housing needs of moderate-income households has been less successfully met.

Besides facilitating the annexation and development of Area A to provide affordable housing sites, another focus of the policies and programs of the previous Housing Element included amending the General Plan and Zoning Ordinance to provide for two new affordable housing overlay zones: the AH-1 and AH-2 (Affordable Housing) overlay zones. These affordable housing overlay zones are intended to allow increased density and reduced development standards for encouraging and facilitating affordable housing projects. The AH-1 and AH-2 overlay zones, while helping to produce affordable housing in Area A and other outlying sites, have produced less affordable housing units than expected, however.

The City has a number of sites where AH-1 is already in place as an overlay zone. All of these sites were designated with this overlay zone during the last Housing Element update in 1993. Since that time, most of these sites have been developed for other purposes. Only in Area A, and at the Oak Grove site on N. Grove St., were these sites developed for housing. None of the AH-1 infill sites identified by the 1993 Housing Element update were developed for affordable housing projects. This indicates that placing an overlay zone such as AH-1 on properties has not necessarily encouraged property owners to develop these properties as high density residential

projects. Placing such a designation prior to any project being proposed for a given site could also increase housing development costs by inflating the value on the real estate market prior to its sale to another buyer (i.e., a non-profit housing group or the City).

To date, the AH-2 overlay zone has been used in three outlying locations, all in or near Area A. These have included the Healdsburg Senior Apartments at the southwest corner of Parkland Farms Blvd. and Healdsburg Ave. to increase density allowed by zoning at this location, as well as the Unciano and Greco subdivisions in Area A where it was used to create an extra lot thereby eliminating the land cost for providing inclusionary housing units.

While it allows for an additional one or two houses to be built on residential lots depending on lot size, the AH-2 zone does not allow subdivision. Without the ability to sell off the extra lot or unit, and forcing the owner to maintain it for rental purposes only, it becomes a longer process for a potential developer to recoup capital investment costs and make a profit. Unlike a secondary unit, the rental of the AH-1 unit is restricted based on affordability criteria. Also, unlike a secondary unit, the developer of an AH-1 unit must pay full development fees.

In addition to the AH-1 and AH-2 overlay zones, the City amended its General Plan and its zoning ordinance to create a small-lot subdivision regulations (R-1 3500, Medium High Density Residential) in order to provide for the need for smaller, more affordable market-rate homes in Area A. While intended to increase density and lower land/development cost per unit to accommodate moderate income housing, the subsequent economic expansion and changes in the regional real estate market resulted in housing that has sold to above moderate-income households on these smaller lots. In addition, there were no controls on the size of the house relative to the reduced size of the lot, and houses were built on these lots at sizes that were larger than expected. However, it is probable that the selling prices of these homes would have been even higher without the corresponding higher density that was used in their development (lots averaging 4500 square feet versus 6,000 square feet for comparison in the R-1 6,000 zone).

The City has also maintained a strong inclusionary housing ordinance, requiring projects to provide deed-restricted affordable units. While this inclusionary housing requirements have not resulted in the creation of any significant numbers of affordable housing units, it has been successful in providing dispersal of new affordable housing throughout the community rather than concentrating in one area. In addition, the City funded a low- and moderate-income owner housing rehabilitation program.

While Healdsburg, in implementing its 1996 Housing Element, took a number of significant steps to promote housing, the experience of Healdsburg and other communities in the region demonstrates that it is very difficult for local governments to meet their fair share housing goals working alone. Small cities, such as Healdsburg, have limited financial and staffing resources and require substantial state and/or federal assistance, as well as the technical assistance of area non-profit housing developers and agencies. It is also evident that policy changes at the state and federal levels can make a substantial impact on affordable housing development.

The extraordinary increases in housing prices in recent years and the region-wide insufficiency of housing production have shown that further efforts are needed. Healdsburg has identified a

number of proposed policy actions to address the need for affordable housing and to meet Healdsburg's fair share allocations. These include revising small lot subdivision regulations so that it is more likely to produce affordable housing; increasing density as a matter of right for affordable housing wherever multifamily housing is allowed; simplifying second dwelling unit processing; and numerous other actions.

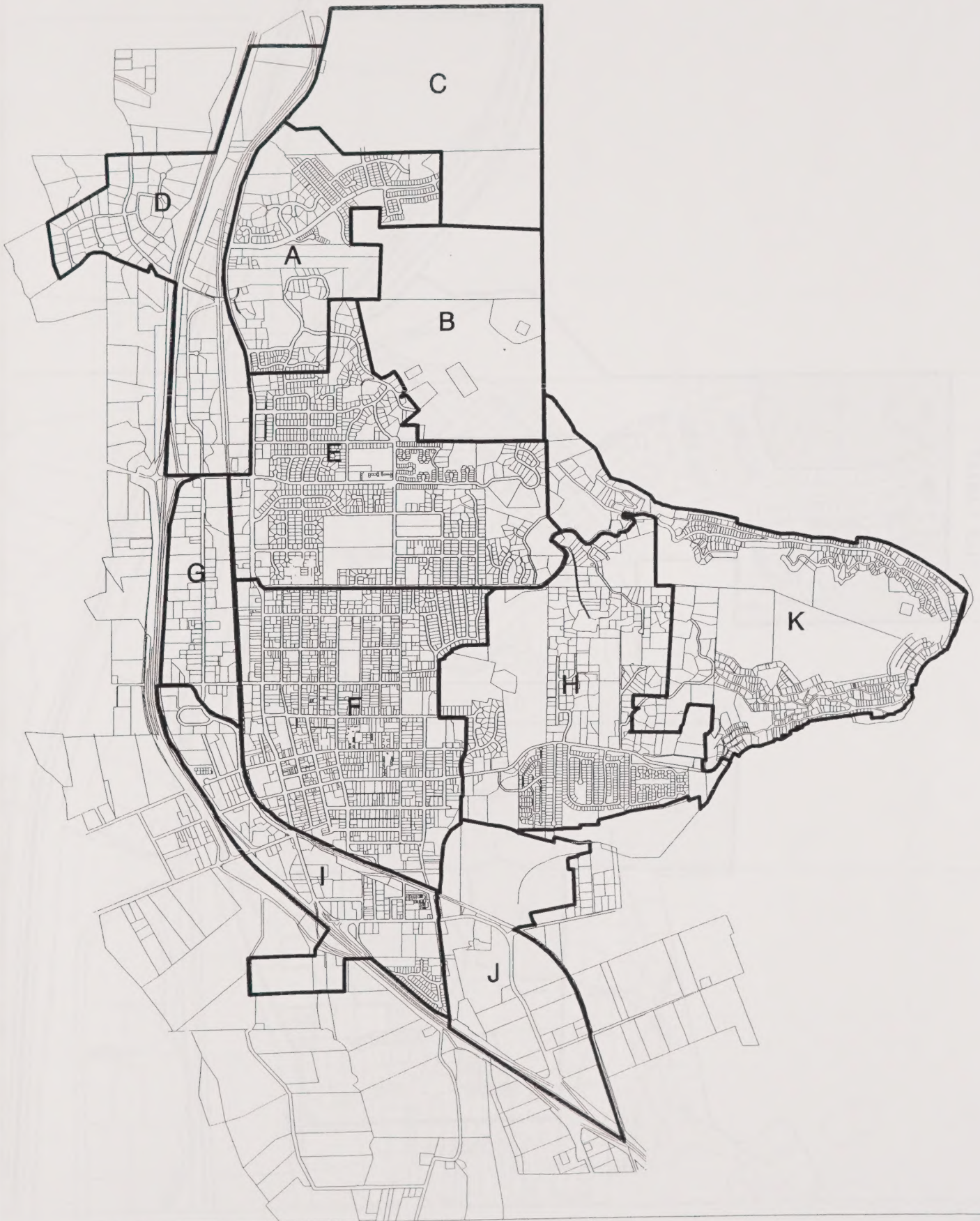
RESOURCES

List of Publications Reviewed

Healdsburg Design Review Manual, October 1, 1990
Healdsburg Zoning Ordinance, as revised through March 5, 2001
Healdsburg General Plan Policy Document, as amended through March 5, 1999
Healdsburg General Plan Background Report, as revised through June 1999
Report to City Council for the Proposed Amendment No. 2 to the Development Plan for the Sotoyome Community Redevelopment Agency, Keyser Marston Associates, May 2001
Background Report No. 1, City of Healdsburg Affordable Housing Strategy, Community Housing Forum, November 16, 2000, Vernazza Wolfe Associates, Inc.
Background Report No. 2 City of Healdsburg Affordable Housing Strategy, Current Housing Market and Assisted Housing, February 14, 2001, Vernazza Wolfe Associates, Inc.
Background Report No. 3, City of Healdsburg Affordable Housing Strategy, Financial Feasibility of New Affordable Housing, July 21, 2001, Vernazza Wolfe Associates, Inc.
Background Report No. 4, City of Healdsburg Affordable Housing Strategy, Potential Housing Strategies and Programs, July 31, 2001, Vernazza Wolfe Associates, Inc.
Background Report No. 1, City of Healdsburg Housing Element update, Housing Production and Potential Housing Sites, September 11, 2001, Earthcraft Planning Services

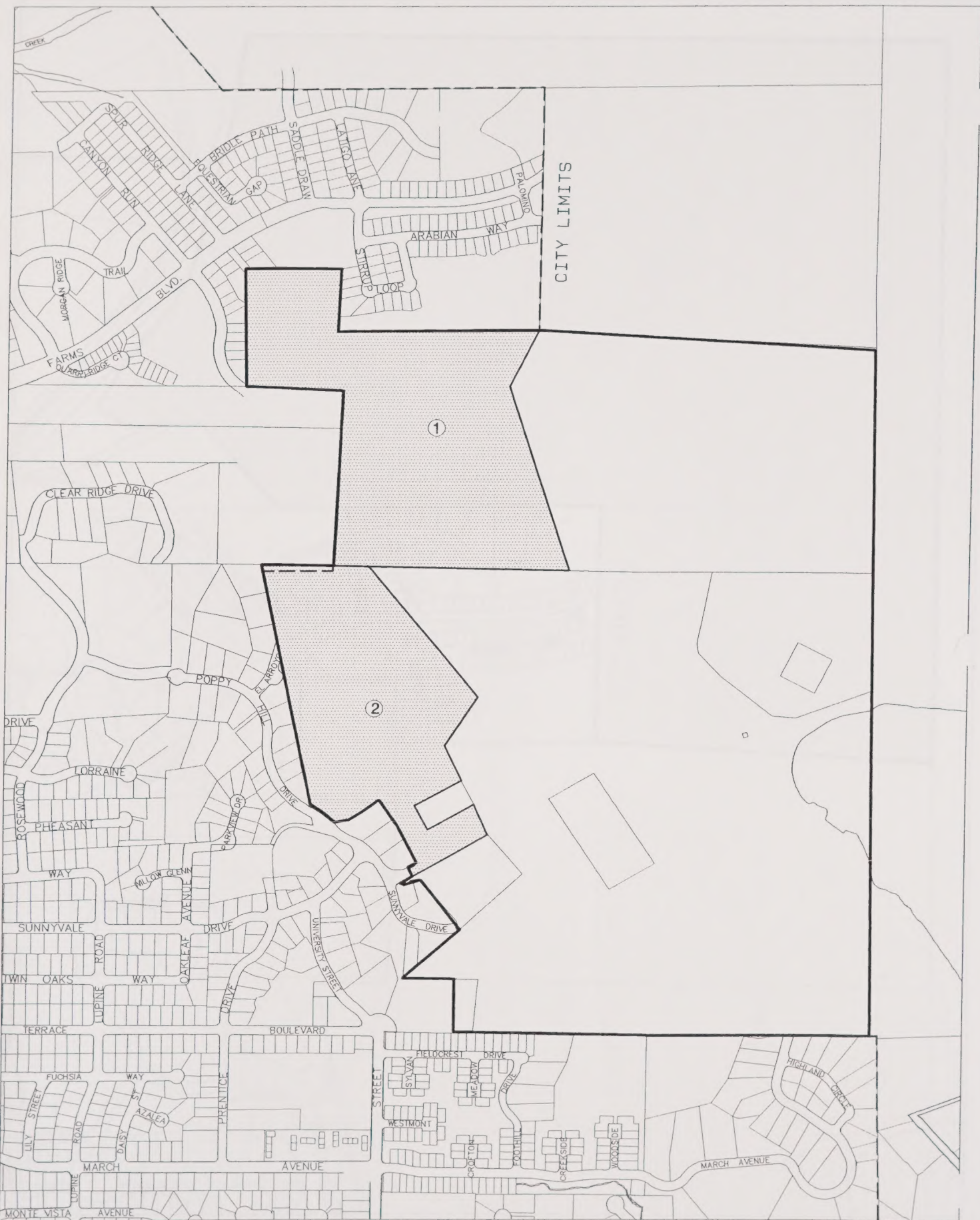
List of Agencies and Organizations Contacted

Burbank Housing Development Corporation
California Human Development Corporation
California Rural Legal Assistance
Catholic Charities, Family Support Network
Community Support Network
City of Healdsburg Departments
Emergency Shelter Network
Fred Consulting Associates
Healdsburg School District
Margo Warnecke Merck, President - Community Housing Development Corporation of Santa Rosa
North Bay Regional Center
North County Community Services
Sonoma County Development Commission
Sonoma County Council on Aging
Sonoma County Department of Mental Health
Sonoma County Housing Authority
Vineyard Worker Services
West County Services
Winter Armory Shelter, Santa Rosa



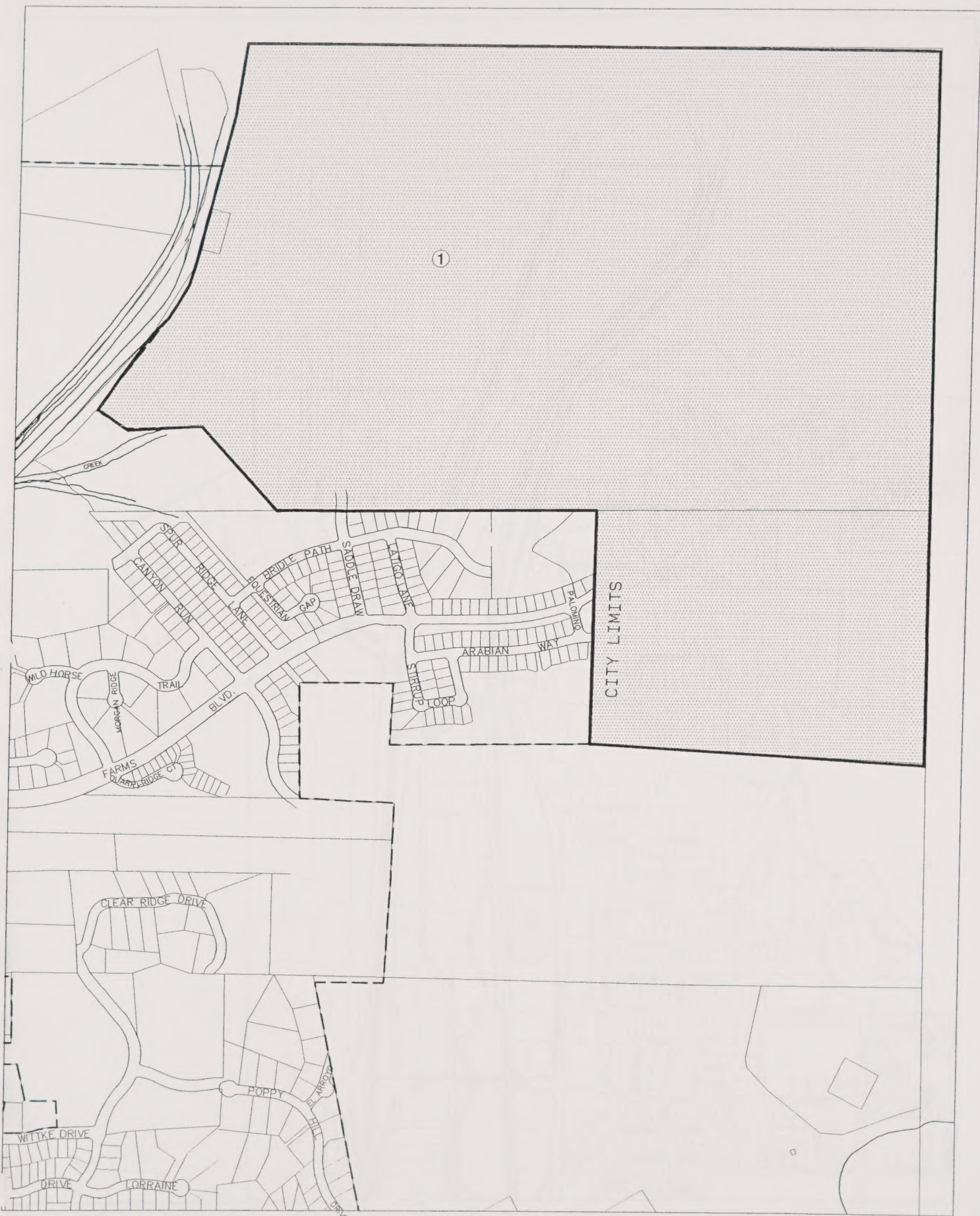
LOCATION OF DEVELOPMENT AREAS





AREA B

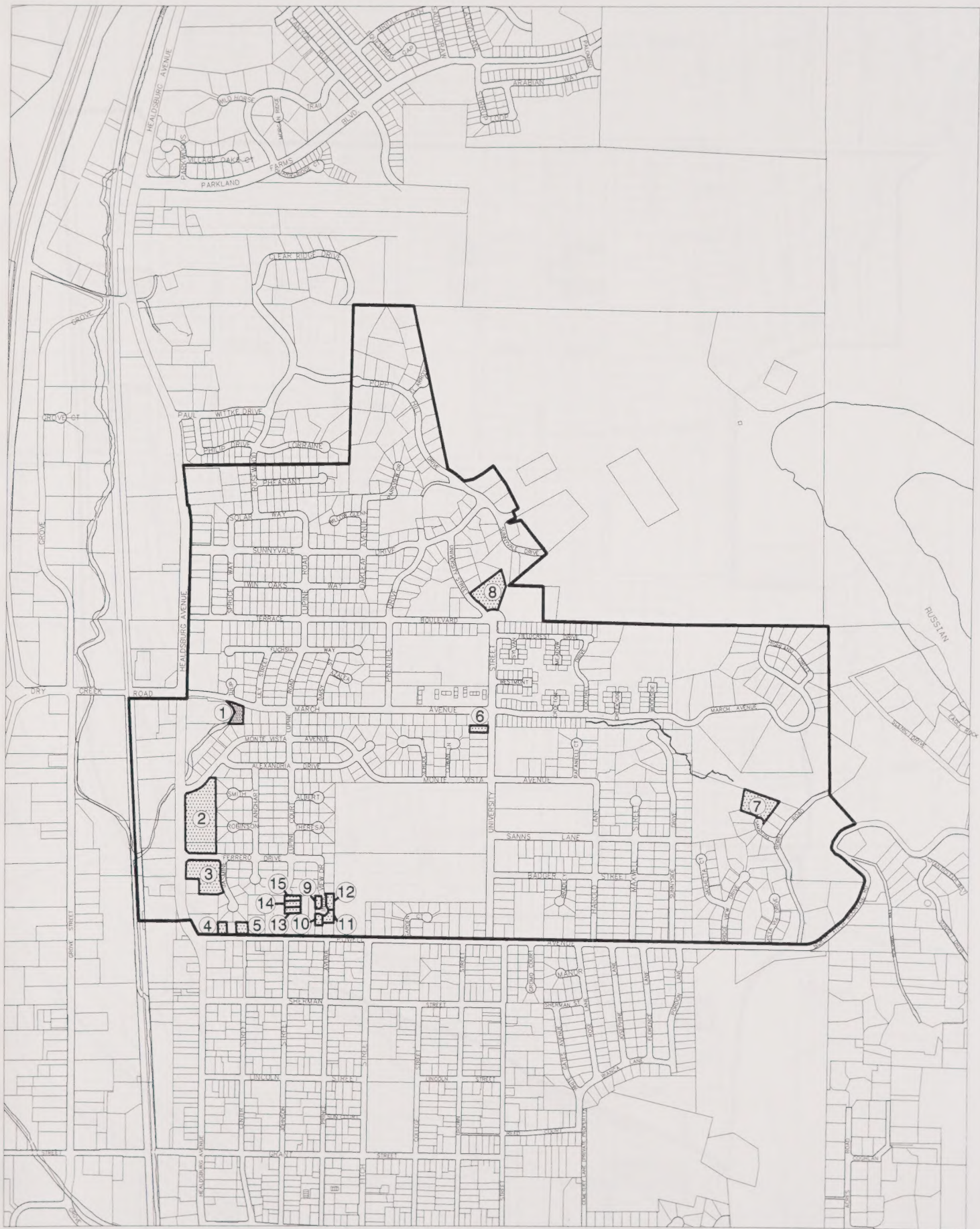




AREA C

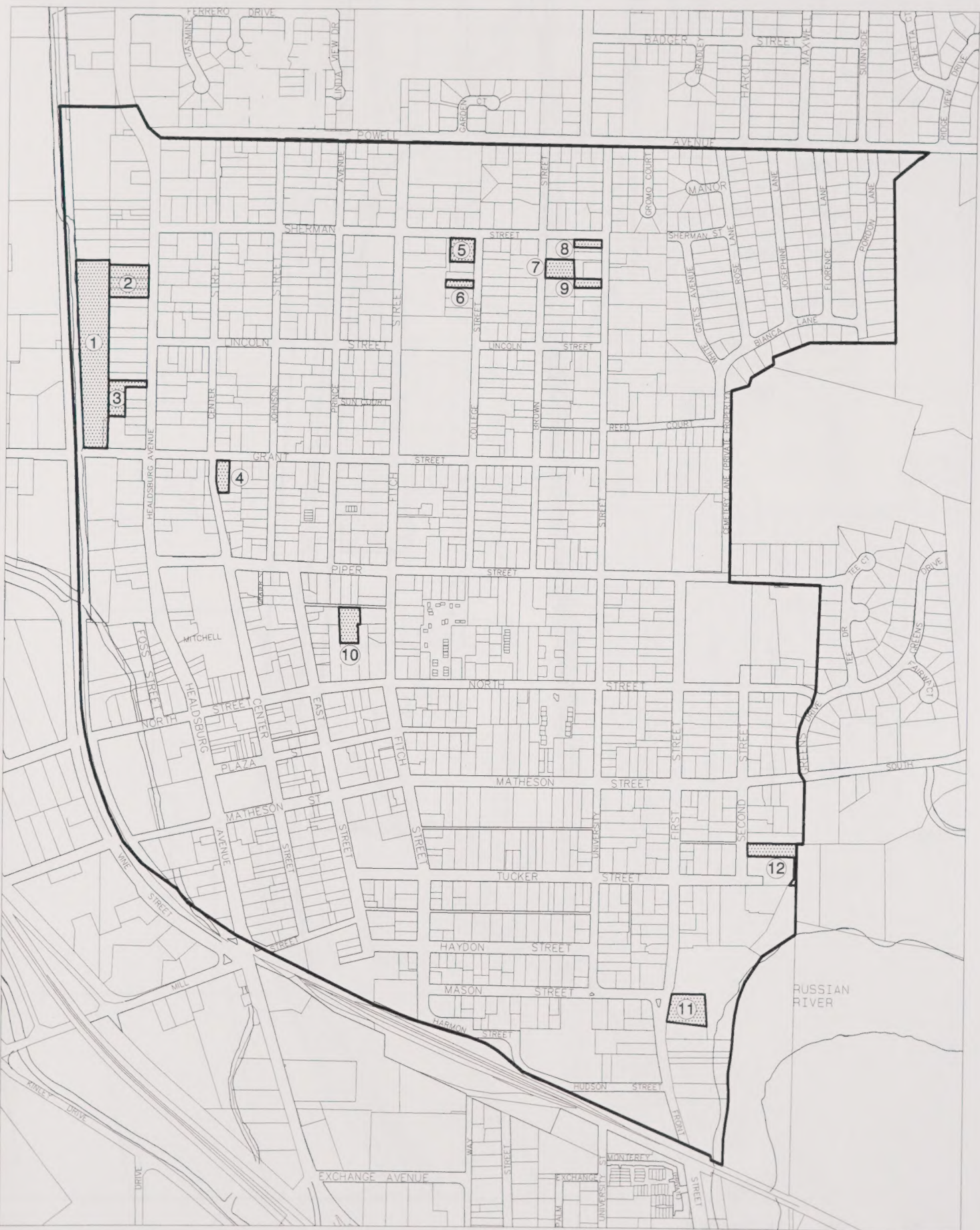






AREA E

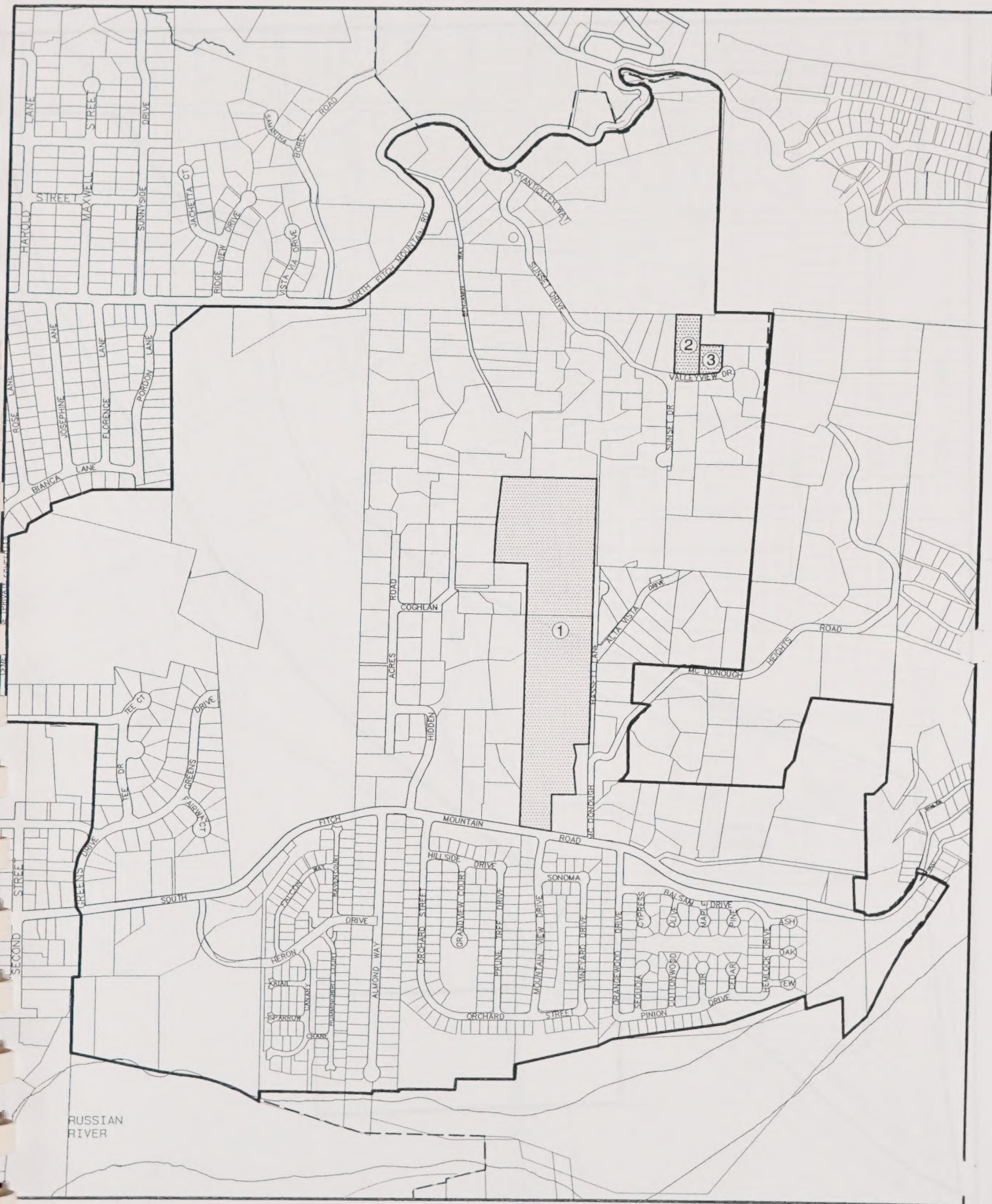




AREA F

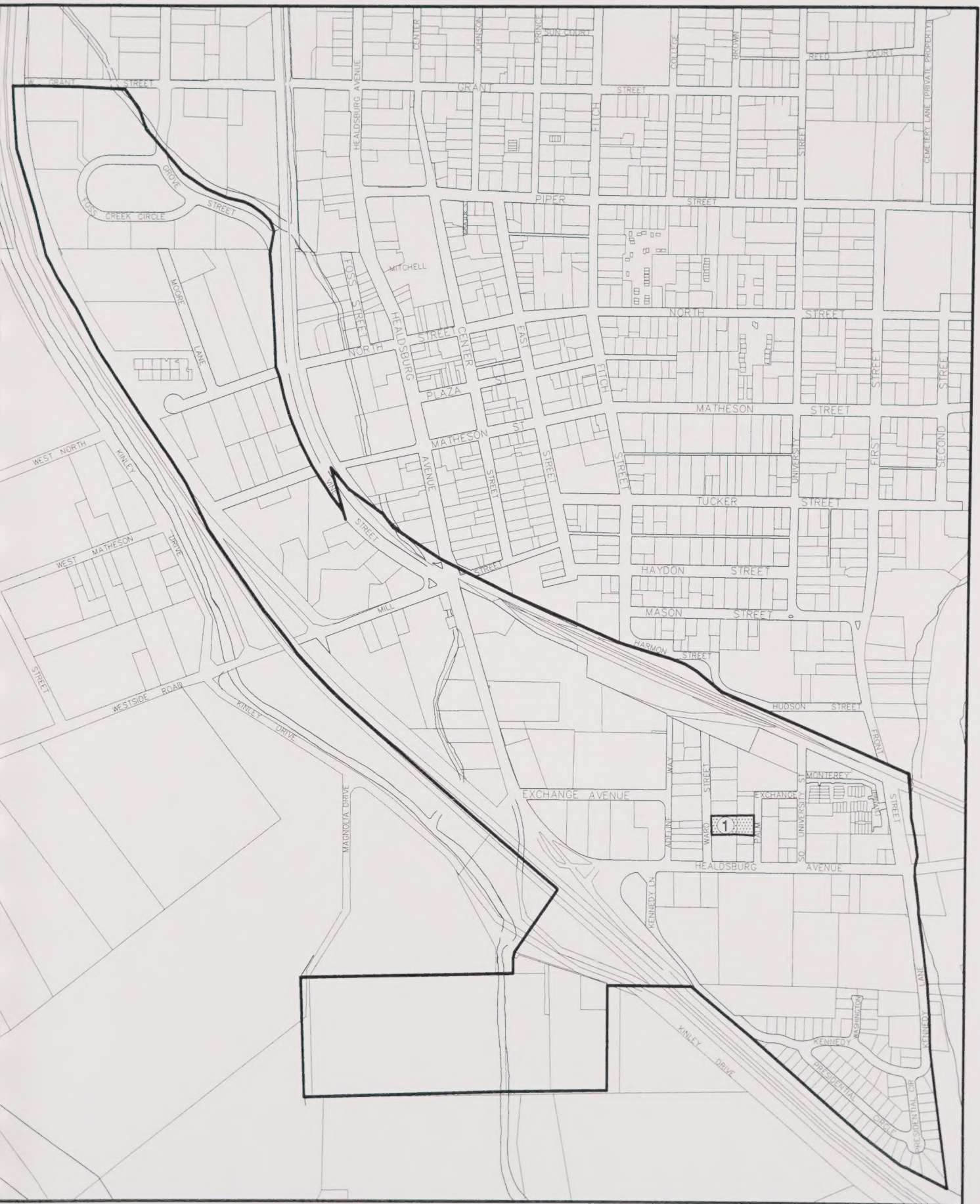






AREA H





AREA I



Appendix B

Housing Development Area Tables

AREA A:

Already Constructed (Jan. 1999 through June 2001):

Housing Type	Very Low	Low	Moderate	Above moderate
Single-family units	0	20	0	141
Multi-family units	37	37	0	0
<i>Totals</i>	37	57	0	141

Vacant / Potential Development (2001-2006):

Map Code No.	APN	Address/ Location	Zoning	Acreage	Under Existing Zoning				Under Proposed Zoning			
					Very Low	Low	Moderate	Above moderate	Very Low	Low	Moderate	Above moderate
1	91-04-101	No address (Parkland Farms /Phase 9)	R-1 40,000 CL	8.34	0	0	0	10	0	0	0	10
2	91-04-88	No address (Parkland Farms /Phase 10)	R-1 40,000 CL	8.34	0	0	0	10	0	0	0	10
3	91-04-80	No address (Parkland Farms /CRA Parcel B)	RM (AH-1)	2.06	0	2	16	0	0	2	16	0
4	91-04-89	No address (Parkland Farms /Phase 6)	R-1 40,000 CL	7.73	0	0	0	5	0	0	0	5
5	91-04-96, 91-04-97	No address (Long Acres)	R-1 40,000 CL	4.97	0	0	0	7	0	0	0	7
6	91-04-46, 47, 48, 85	No address (Ridgeline)	R-1 40,000 CL	13.99	0	0	0	18	0	0	0	18
7	91-05 -61	No address (Grecco)	R-1 40,000 CL	9.23	0	1	0	14	0	1	0	14
8	91-05-60, 62, 63	No address (Fanny Hill Estates)	R-1 40,000 CL	9.32	0	1	0	14	0	1	0	14

9	3-06-43	Healdsburg Estates II	R-1 40,000 CL	0.57	0	0	0	1	0	0	0	1
10	3-06-44	Healdsburg Estates II	R-1 40,000 CL	0.87	0	0	0	1	0	0	0	1
11	91-04-04	16086 Healdsburg Ave. (Banducci)	R-1 40,000 CL	12.06	0	1	0	14	0	1	0	14
12	2-65-1	No address (Giovannoni)	R-1 40,000 CL	8.26	0	1	0	9	0	1	0	9
<i>Totals</i>				85.74	0	6	16	103	0	6	16	103

AREA A : Underutilized / Potential Redevelopment (2001-2006):

Map Code No.	APN	Address/ Location	Existing Use	Zoning	Acreage	Under Existing Zoning				Under Proposed Zoning			
						Very Low	Low	Moderate	Above moderate	Very Low	Low	Moderate	Above moderate
13	91-04-10	15940 Healdsburg Ave. (McNulty)	1 SFD	R-1 40,000 CL	8.34	0	1	0	9	0	1	0	9
14	91-04-73,74,75	15916 Healdsburg Ave. (Barich)	1 SFD	R-1 40,000 CL	2.96	0	0	0	6	0	0	0	6
15	91-05-58	15740 Healdsburg Ave.	1 SFD	R-1 3500	0.71	0	0	0	3	0	0	0	3
<i>Totals</i>					12.01	0	1	0	18	0	1	0	18

AREA B:

Already Constructed Projects (1999-2001): None

Vacant / Potential Development (2001-2006):

Map Code No.	APN	Address/ Location	General Plan Designation	Acreage	Very Low	Low	Moderate	Above Moderate
1	91-040-51	No address (Asborno)	Very Low Density Residential	42.53 ac	1	1	0	23
2	91-040-100	No address (Callahan)	Very Low Density Residential	160.68 ac (Enclave 2 only)	1	1	0	20
Totals				203.20 ac	2	2	0	43

Underutilized / Potential Redevelopment (2001-2006): None

AREA C:

Already Constructed Projects (1999-2001): None

Vacant / Potential Development (2001-2006):

Map Code No.	APN	Address/ Location	General Plan Designation	Acreage	Very Low	Low	Moderate	Above Moderate
1	91-04-04 & 91-04-61	No address (Passalacqua & Fox)	Medium and Very Low Density Residential	340 ac	6	6	13	21

Underutilized / Potential Redevelopment (2001-2006): None

AREA D:

Already Constructed Projects (January 1999 through June 2001):

Housing Type	Very Low	Low	Moderate	Above moderate
Single-family units	0	0	0	0
Multi-family units (Oak Grove family apts.)	40	41	0	0
2 nd dwelling (327 Burgundy St.)	0	1	0	0
<i>Totals</i>	40	42	0	0

Vacant / Potential Development (2001-2006):

Map Code No.	APN	Address/ Location	Zoning	Acreage	Under Existing Zoning (RM & ORM max. = 12 du/ac)				Under Proposed Zoning (RM & ORM mid-point density @ 15 du/ac)			
					Very Low	Low	Moderate	Above moderate	Very Low	Low	Moderate	Above moderate
1	3-03-7	1561 Healdsburg Ave.	ORM	0.91 ac	2	1	7	0	2	2	9	0
2	89-07-21	100 Chiquita Rd.	ML/AH-1 (RM-proposed)	2.78 ac	5	5	23	0	6	7	28	0
3	3-03-6	1531, 1525, 1505 Healdsburg Ave.	CS (RM – proposed)	5.87 ac (4.7 ac for proposed RM portion of site)	9	8	39	0	11	11	48	0
<i>Totals</i>				3.69	16	18	69	0	19	20	85	0

AREA D: Underutilized / Potential Redevelopment (2001-2006): None

AREA E:

Already Constructed Projects (January 1999 through June 2001):

Housing Type	Very Low	Low	Moderate	Above moderate
Single-family units (Piedmonte Terrace)	0	0	0	40
Duplex units (15650 Healdsburg Ave., 791 Healdsburg Ave.)	0	0	4	0
<i>Totals</i>	0	0	4	40

Vacant / Potential Development (2001-2006):

Map Code No.	APN	Address/ Location	Zoning	Acreage	Under Existing Zoning (RM & ORM max. density = 12 du/ac)				Under Proposed Zoning (RM & ORM mid-point density @ 15 du/ac)			
					Very Low	Low	Moderate	Above moderate	Very Low	Low	Moderate	Above moderate
1	2-67-2	210 March Ave.	R-1 6,000	0.23	0	0	0	2	0	0	0	2
2	2-48-12	1 Ferrero Dr. (Piedmonte Terrace)	PD / RM	3.18	6	5	27	0	7	7	33	0
3	2-85-42	2 Ferrero Dr. (Piedmonte Terrace)	PD / RM	1.52	2	2	13	0	3	4	15	0
4	2-47-37	113 Powell Ave.	R-1 6000	0.17	0	0	0	1	0	0	0	1
5	2-85-41	119 Powell Ave.	R-1 6,000	0.23	0	0	0	2	0	0	0	2
6	2-46-64	1123 University St.	R-1 6,000	0.18	0	0	0	1	0	0	0	1
7	2-39-20	801 Samantha Court	R-1 12,500 H	1.15	0	0	0	1	0	0	0	1
8	2-533-02	1408 University St	R-12,500 H	1.23	0	0	3	0	0	0	3	0
9	2-85-43	No address	R-1 6,000	0.26	0	0	0	1	0	0	0	1
10	2-85-44	No address	R-1 6,000	0.12	0	0	0	1	0	0	0	1

11	2-85-47	No address	R-1 6,000	0.18	0	0	0	1	0	0	0	1
12	2-85-48	No address	R-1 6,000	0.17	0	0	0	1	0	0	0	1
13	2-47-39	189 Powell Ave.	R-1 6,000	0.15	0	0	0	1	0	0	0	1
14	2-47-40	185 Powell Ave.	R-1 6,000	0.15	0	0	0	1	0	0	0	1
15	2-47-41	181 Powell Ave.	R-1 6,000	0.15	0	0	0	1	0	0	0	1
Totals				25.9	8	7	43	14	10	11	51	14

AREA F:

Already Constructed Projects (January 1999 through June 2001):

Housing Type	Very Low	Low	Moderate	Above moderate
Duplex units (424 Piper St. (Sinnock))	0	0	2	0
Secondary units (133 Sherman St., 323 First St., 228 Second St., 621 Prince St., 332 First St., 636 Brown St.)	0	6	0	0
<i>Totals</i>	0	6	2	0

Vacant / Potential Development (2001-2006):

Map Code No.	APN	Address/ Location	Zoning	Acreage	Under Existing Zoning (RM & ORM max. density = 12 du/ac)				Under Proposed Zoning (RM & ORM mid-point density @ 15 du/ac)			
					Very Low	Low	Moderate	Above moderate	Very Low	Low	Moderate	Above moderate
1	2-101-3, 2-33-13, 2-43-01	75 W. Grant St (Creekside Village)	ORM	4.9	9	9	40	0	12	11	50	0
2	2-04-1, 2, 7	715, 721, 727 Healdsburg Ave.	ORM	0.91	2	1	7	0	2	2	9	0
3	2-093-7	627 Healdsburg Ave. (behind Fire Station)	ORM	0.53	0	1	5	0	0	1	6	0
4	2-111-26	126 Grant St.	ORM	0.27	0	0	3	0	0	1	3	0
5	2-051-13	733 College St.	R-1 6,000	0.38	0	0	0	2	0	0	0	2
6	2-052-5	725 College St.	R-1 6,000	0.13	0	0	0	1	0	0	0	1
7	2-062-30	734 Brown St.	R-1 6,000	0.38	0	0	0	2	0	0	0	2
8	2-062-17	743 University St.	R-1 6,000	0.18	0	0	0	1	0	0	0	1
9	2-062-11	731 University St.	R-1 6,000	0.18	0	0	0	1	0	0	0	1

10	2-16-19	No address (accessed by Alley 4)	DRD	0.51	0	0	4	0	0	0	4	0
11	2-281-20	90 Front St.	RM	0.75	1	1	7	0	2	1	8	0
12	2-221-8	210 Second St.	R-1 6,000	0.45	0	0	2	0	0	0	2	0
Totals				9.57	12	12	68	7	16	16	82	7

AREA G:

Already Constructed Projects (January 1999 through June 2001): None

Vacant / Potential Development (2001-2006):

Map Code No.	APN	Address/ Location	Land Use Designation/ Zoning	Acreage	Under Existing Zoning (RM & ORM max. density = 12 du/ac)				Under Proposed Zoning (RM & ORM mid-point density @ 15 du/ac)			
					Very Low	Low	Moderate	Above moderate	Very Low	Low	Moderate	Above moderate
1	003-040-004	20 W. Grant (MacElhen-ny)	ORM/AH-1	3.82	7	7	31	0	9	9	39	0
2	89-08-13	15069 Grove St.	Mixed Use/Medium Density Residential	3.78	1	1	0	14	1	1	0	14
3	89-12-67	No address	Mixed Use/Medium Density Residential	3.4	1	1	0	13	1	1	0	13
4	89-13-55	148 W. Grant St. (Norton)	Professional Offices – High Density Residential (ORM)	3.09	6	5	26	0	7	7	32	0
Totals				11.61	15	14	57	27	18	18	71	27

AREA G: Underutilized / Potential Redevelopment (2001-2006):

Map Code No.	APN	Address/ Location	Existing Use	Land Use Designation/ Zoning	Acreage	Under Existing Zoning				Under Proposed Zoning			
						Very Low	Low	Moderate	Above moderate	Very Low	Low	Moderate	Above moderate
5	89-08-10	No address	1 SDU	Medium Density Residential	2.16	0	0	0	5	0	0	0	5
6	89-12-04	15079 Grove St.	1 SDU	Mixed Use/Medium Density Residential	5.08	0	1	0	17	0	1	0	17

7	89-12-70	Address unknown	1 SDU	Medium Density Residential	1.79	0	0	0	5	0	0	0	5
Totals					9.03	0	1	0	27	0	1	0	27

AREA H:

Already Constructed Projects (January 1999 through June 2001):

Housing Type	Very Low	Low	Moderate	Above moderate
Single family units (1050, 1110, 1059, 1039, 1049 Sunset)	0	0	0	5
Secondary units (1163 S. Fitch Mnt. Rd. / Randolph)	0	1	0	0
<i>Totals</i>	0	1	0	5

Vacant / Potential Development (2001-2006):

Map Code No.	APN	Address/ Location	Land Use Designation/ Zoning	Acreage	Under Existing Zoning				Under Proposed Zoning			
					Very Low	Low	Moderate	Above moderate	Very Low	Low	Moderate	Above moderate
1	2-64-2 2-64-8	No address (Woodgate)	R-1 20,000 H	18.23	0	0	0	9	0	0	0	9
2	2-580-8	895 Valley View	R-1 20,000 H	1.13	0	0	0	1	0	0	0	1
3	87-233-6	901 Valley View	R-1 20,000 H	0.42	0	0	0	1	0	0	0	1
Total				19.78	0	0	0	11	0	0	0	11

AREA H: *Underutilized / Potential Redevelopment (2001-2006): None*

AREA I:*Already Constructed Projects (January 1999 through June 2001): None**Vacant / Potential Development (2001-2006):*

Map Code No.	APN	Address/ Location	Land Use Designation/ Zoning	Acreage	Under Existing Zoning (RM & ORM max. density = 12 du/ac)				Under Proposed Zoning (RM & ORM mid-point density @ 15 du/ac)			
					Very Low	Low	Moderate	Above moderate	Very Low	Low	Moderate	Above moderate
1	2-30-2,2-31-5 (White minor sub)	16 Ward St. & 15 Palm	RM (four lots)	0.59	1	1	6	0	1	1	6	0
Total				2.52	1	1	6	0	1	1	6	0

AREA I: *Underutilized / Potential Redevelopment (2001-2006): None*

AREA J (EAST OF RUSSIAN RIVER):

Within City limit, but no vacant sites zoned or designated *Residential* exist in this area

AREA K (FITCH MOUNTAIN):

Within Urban Service Area and Sphere of Influence, but outside City limits. No sites available for significant new residential development due to infrastructure and environmental constraints.

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